NOTE: This is not a comprehensive, definitive, exhaustive or official treatment of emergency management and related terms, definitions, legislation and acronyms. It is simply a collection of terms, definitions, legislation and acronyms pulled together into a single document as time and opportunity have allowed to be assembled.

The original “Emergency Management-Related Terms and Definitions Guide” was developed as a student handout in an Introduction to Emergency Management college course in 1999 and has been maintained as time allows in an effort to continue supporting collegiate emergency management courses and as an aid to remembering hard-to-remember acronyms when not used on a regular basis.

At the time of original development the primary purpose was to demonstrate to the students the very wide range of definitions and meanings given to such words as “hazards,” disasters,” “emergencies,” “risk,” “vulnerability,” and “emergency management.” In the classroom productive time was spent trying to come to a group consensus on the variables comprising a definition of each word.

The thought then and now was that words make a difference and that an indicator of a profession and of professionalism is a shared understanding of (better yet, general consensus on) key terms, definitions, concepts and principles that are part of a body of knowledge for a profession.

The reception was such that a decision was made to expand the scope of the handout into other emergency management terms and definitions. After the creation of the Department of Homeland Security, the scope broadened again and also changed to incorporate acronyms and references to relevant legislation.

Suggestions for additions are welcome and can be provided for consideration via email at: wayne.blanchard@dhs.gov.

Acceptable Risk: That level of risk that is sufficiently low that society is comfortable with it. Society does not generally consider expenditure in further reducing such risks justifiable. (Australian National 1994)

Acceptable Risk: Degree of humans and material loss that is perceived as tolerable in actions to minimize disaster risk. (Nimpuno 1998)

Acceptable Risk: Risk tolerance.

Given that the provision of absolute safety is impossible, there is great sense in trying to determine the level of risk which is acceptable for any activity or situation. Thus, when a hazard is being managed, the financial and other resources allocated to the task should theoretically match the degree of threat posed by the hazard, as indicated by the rank of the risk….

One must always specify acceptable to whom and that implies a conscious decision based on all the available information…. 

The 1993 floods in the upper Mississippi river basin had an estimated return period of more than one in 200 years, yet some people who were flooded asserted that this event should now be regarded as an unacceptable risk. Such arguments ignore both the economic and social benefits derived by those communities from their floodplain location over the previous 100 years or so, when few flood losses occurred, and the cost to the taxpayer implied in protecting floodplain basins against a flood of the 1993 magnitude. (Smith 1996, 57)

Acceptable Risk: Degree of human and material loss that is perceived by the community or relevant authorities as tolerable in actions to minimize disaster risk. (UN, Internationally Agreed Glossary of Basic Terms Related to Disaster Management, 1992, p. 3)

Acceptable Risk: “The level of loss a society or community considers acceptable given existing social, economic, political, cultural, technical and environmental conditions.”

Accident: “The word ‘accidental’ carries with it the connotations of both something that occurs by chance and something non-essential or incidental” (Allinson 1993, 15). “The thesis that ‘accidents will happen’ and that therefore nothing can be done to prevent their occurrence reaches its logical fulfillment in the thesis of Charles Perrow that accidents are so inevitable and therefore non-preventable that we are even justified in calling them ‘normal’” (Allinson, 1993 p.16).

Accident: “Unintended damaging event, industrial mishap” (Disaster and Emergency Reference Center 1998).

Accident: “An unexpected or undesirable event, especially one causing injury to a small number of individuals and/or modest damage to physical structures. Examples would be automotive accidents or damage from lightning striking a house.” (Drabek 1996, Session 2, p. 3)
**Accident:** “...situations in which an occasion can be handled by...emergency organizations. The demands that are made on the community are within the scope of domain responsibility of the usual emergency organizations such as police, fire, medical and health personnel. Such accidents create needs (and damage) which are limited to the accident scene and so few other community facilities are damaged. Thus, the emergency response is delimited in both location and to the range of emergency activities. The primary burden of emergency response falls on those organizations that incorporate clearly deferred emergency responsibility into their domains. When the emergency tasks are completed, there are few vestiges of the accident or lasting effects on the community structure” (Dynes 1998, 117).

**Accident:** “The very language used to describe the [TMI] accident revealed the very diverse perceptions that enter such interpretations. Was it an accident or an incident? A catastrophe or a mishap? A disaster or an event? A technical failure or a simple mechanical breakdown?” (Nelkin 1981, 135).

**Accident:** An event which only requires the response of established organizations – expansion or actions such as going to extra shifts is not called for. (Quarantelli 1987, 25)

**Accident:** “The evidence…suggests that accidents are not the product of divine caprice, nor of a set of random chance events which are not likely to recur, but that they are incidents, created by people, which can be analyzed, and that the lessons learned from that analysis, if implemented, will help to prevent similar events from taking place again.” (Toft 1992, 58)

**Accident, Technological:** “Technological accidents…are almost never understood as the way the world of chance sorts itself out. They provoke outrage rather than acceptance or resignation. They generate a feeling that the thing ought not have happened, that someone is at fault, that victims deserve not only compassion and compensation but something akin to what lawyers call punitive damages.” (Erikson, 1989, 143)

**ACEHR:** Advisory Committee on Earthquake Hazards Reduction.

**ACP:** Association of Contingency Planners.

**Acts of God:** Natural disasters or freak accidents. (Birkland 1997, 2.)

“When society seems to have formed a consensus that the event was an ‘act of God,’ such as a natural disaster or freak accident, our attention turns to what we can do to help the victims. But when the disaster is the result of human failings – poor design, operator error, ‘corporate greed,’ or ‘government neglect’ – our attention turns to the voluntary acceptance of responsibility for an event or to the more coercive process of fixing blame. Boards of inquiry are formed, legislatures hold hearings, and reports are issued, all in hopes of ‘learning something from this incident’ to ensure that something similar does not happen again or in the case of ‘unavoidable’ disasters, in hopes of improving our preparation for and response to disasters” (Birkland 1997, 2).
Acts of God: A fatalistic “syndrome whereby individuals feel no personal responsibility for hazard response and wish to avoid expenditure on risk reduction” (Smith 1996, 70).

Actual Event: “A disaster (natural or man-made) that has warranted action to protect life, property, environment, public health or safety. Natural disasters include earthquakes, hurricanes, tornadoes, floods, etc.; man-made (either intentional or accidental) incidents can include chemical spills, terrorist attacks, explosives, biological attacks, etc.” (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 1)

Advance Readiness Activities (NRF): “There are times when we are able to anticipate impending or emergent events that will require a national response, such as an upcoming hurricane season, a potential pandemic, or a period of heightened terrorist threat. We must capitalize on this critical window of opportunity to increase readiness activities. For example, we can pre-identify needs and fill gaps in our current capabilities or resources that will be required to address the specific nature of the forthcoming incident. We also will pre-position commodities such as water, ice, emergency meals, tarps, and other disaster supplies so they will be readily available for use. Additional advance readiness activities include establishing contracts with the private sector prior to an incident and developing pre-negotiated agreements with Federal departments and agencies to ensure that appropriate Federal resources are available during a crisis.” (White House, National Strategy for Homeland Security, October 2007, p. 34)

Advisory Committee on Earthquake Hazards Reduction: “This Committee is charged with assessing trends and developments in the science and engineering of earthquake hazards reduction; the effectiveness of NEHRP; the need to revise NEHRP; and the management, coordination, and implementation of NEHRP.” (NEHRP, Annual Report, 2007, p. 3)

After Action Reports: “Reports that summarize and analyze performance in both exercises and actual events. The reports for exercises may also evaluate achievement of the selected exercise objectives and demonstration of the overall capabilities being exercised.” (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 1)

Aftershock: “Earthquakes that follow the largest shock of an earthquake sequence. They are smaller than the “mainshock” and can occur over a period of weeks, months, or years. In general, the larger the mainshock, the larger and more numerous the aftershocks and the longer they will continue.” (USGS, Putting Down Roots in Earthquake Country, 2007, Glossary)

AGAUS: Adjutants General Association of the United States.

Agroterrorism: “Agroterrorism is the deliberate introduction of a chemical or a disease agent, either against livestock/crops or into the food chain, for the purpose of undermining stability and/or generating fear.” (Florida Office of Agricultural Emergency Preparedness, About Us, Accessed October 23, 2007)


Alert: Advisory that hazard is approaching but is less imminent than implied by warning message. See also “warning”. (UN 1992, 3)
All-Hazard: “Any incident or event, natural or human caused, that requires an organized response by a public, private, and/or governmental entity in order to protect life, public health and safety, values to be protected, and to minimize any disruption of governmental, social, and economic services.” (USCG, IM Handbook, 2006, Glossary 25-1)

All-Hazards: “An approach for prevention, protection, preparedness, response, and recovery that addresses a full range of threats and hazards, including domestic terrorist attacks, natural and manmade disasters, accidental disruptions, and other emergencies.” (DHS, NIPP, 2006, p. 103)

All Hazards: “Any incident, natural or manmade, that warrants action to protect life, property, environment, public health or safety, and minimize disruptions of government, social, or economic activities.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 147)

All Hazards: “All-Hazards refers to preparedness for domestic terrorist attacks, major natural or man-made disasters, and other emergencies.” (NCR, National Capital Region Homeland Security Strategic Plan 2007-2009 – Overview, August 2006, p. 4)

All-Hazards Approach: “Emergency management must be able to respond to natural and manmade hazards, homeland security-related incidents, and other emergencies that may threaten the safety and well-being of citizens and communities. An all-hazards approach to emergency preparedness encourages effective and consistent response to any disaster or emergency, regardless of the cause.” (DHS/ODP, FY2006 EMPG Program Guidance, 2005, p. 6)

All-Hazards Approach: “The “all-hazards” approach to preparedness means we need to weigh the likelihood and consequences of a broad array of threats. These include, but are not limited to: extremes in weather, industrial hazards, viral pathogens, and of course, terrorism that can take many forms.” (Metropolitan Washington Council of Governments, National Capital Region Homeland Security Strategic Plan 2007-2009, August 2006)

All-Hazards Approach: “An integrated hazard management strategy that incorporates planning for and consideration of all potential natural and technological hazards.” (National Science and Technology Council 2005, 17)

All-Hazards Approach: “ALL-HAZARDS APPROACH.—In carrying out the responsibilities under this section, the Administrator shall coordinate the implementation of a risk-based, all-hazards strategy that builds those common capabilities necessary to prepare for, protect against, respond to, recover from, or mitigate against natural disasters, acts of terrorism, and other manmade disasters, while also building the unique capabilities necessary to prepare for, protect against, respond to, recover from, or mitigate against the risks of specific types of incidents that pose the greatest risk to the Nation.” (Post-Katrina Emergency Management Reform Act of 2006, Title VI, Sec. 503, pp.1399-1400 of DHS Appropriations Act, 2007)

All-Hazards Focus: “Employ an “all-hazards” focus. Hospitals must be prepared to respond to any type of emergency or disaster facing their communities, not just bioterrorism. Therefore, the title of and provisions in the law regarding how hospital readiness funding may be used should
reflect this “all-hazards” planning focus.” (American Hospital Association, Protecting and Improving Care for Patients and Communities: Emergency Readiness, 2006, p. 1)

**All-Hazards Preparedness:** “The term ‘all-hazards preparedness’ refers to preparedness for domestic attacks, major disasters, and other emergencies.” (WH, HSPD-8, p.1, December 2003)

**Alluvial Fan:** An area at the base of a valley where the slope flattens out, allowing the floodwater to decrease in speed and spread out, dropping sediment over a fan-shaped area.” (ASFPM, National Flood Programs and Polices in Review—2007, 2007, p. 92)

**Amateur Radio Disaster Services (ARDS).** Previously Amateur Radio Emergency Services.

**American Homeland:** “‘American homeland’ or ‘homeland’ means the United States, in a geographic sense.” (Homeland Security Act of 2002, p. 3)

**American Society for Testing and Materials (ASTM):** ASTM International is one of the largest voluntary standards development organizations in the world….originally known as the American Society for Testing and Materials (ASTM), was formed over a century ago... Today, ASTM continues to play a leadership role in addressing the standardization needs of the global marketplace. Known for its best in class practices for standards development and delivery, ASTM is at the forefront in the use of innovative technology to help its members do standards development work, while also increasing the accessibility of ASTM International standards to the world.” (ASTM, About ASTM International, 2007)

**Antiterrorism:** “…generally used to describe passive or defensive measures against terrorism…” (Sauter & Carafano 2005, 261) See, also, Counterterrorism.

**APA:** American Planning Association.

**APHS/CT:** Assistant to the President for Homeland Security and Counterterrorism (also serves as the National Continuity Coordinator). (White House, HSPD-20, May 9, 2007)

**Applied Technology Council (ATC):** “…an organization which develops engineering resources for use in mitigating the effects of natural and other hazards on the built environment…” (NEHRP, Annual Report, 2007, p. 13; ATC, [http://www.atcouncil.org/](http://www.atcouncil.org/))

**Area Command.** An element of the Incident Command System. “If necessary, an Area Command may be established to oversee the management of multiple incidents being handled by separate Incident Command Posts or to oversee management of a complex incident dispersed over a larger area. The Area Command does not have operational responsibilities and is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations. The Area Command or Incident Command Post provides information to, and may request assistance from, the local emergency operations center.” (DHS, National Response Framework (Comment Draft), September 10, 2007, p. 48)
**Area Command:** “An organization established to: (1) oversee the management of multiple incidents that are each being handled by an ICS Incident Management Teams (IMT) organization or (2) oversee the management of large or multiple incidents to which several IMTs have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. (See also: Unified Area Command).  ([USCG, IM Handbook, 2006, Glossary 25-2](#))

**ARES:** Amateur Radio Disaster Services.

**ASCE:** American Society of Civil Engineers.

**ASFPM:** Association of State Floodplain Managers.

**Assessment:** “The evaluation and interpretation of measurements and other information to provide a basis for decision-making.” ([FEMA, NIMS (Draft), August 2007, p. 147](#))

**Assessment:** Survey of a real or potential disaster to estimate the actual or expected damages and to make recommendations for prevention, preparedness and response. ([UN 1992, 15](#))

**Assessment:** Survey of a real or potential disaster to estimate the actual or expected damages and to make recommendations for preparedness, mitigation and relief action. ([Ref. Center 1998](#))

**Assistance to Firefighters Grant Program:** “The purpose of these grants is to enhance the safety of the public and firefighters with respect to fire and fire-related hazards. The primary goal of the AFG Program’s Fire Prevention and Safety Grant is to reach high-risk target groups in order to mitigate the high incidences of death and injuries. Additionally, the authorization remains that includes funding for Firefighter Safety Research and Development.” ([DHS/ODP, FY 2006 EMPG Program Guidance, November 2005, p. 11](#))

**Association of Contingency Planners.** ACP is a “non-profit trade association dedicated to the advancement of business continuity professionals. ACP provides…peer-to-peer networking and learning environment for its members through chapters across the country.” [ACP Website](http://www.acp-international.com/)

**Association of State Floodplain Managers (ASFPM):** “The Association of State Floodplain Managers is an organization of professionals involved in floodplain management, flood hazard mitigation, the National Flood Insurance Program, and flood preparedness, warning and recovery. ASFPM has become a respected voice in floodplain management practice and policy in the United States because it represents the flood hazard specialists of local, state and federal government, the research community, the insurance industry, and the fields of engineering, hydrologic forecasting, emergency response, water resources, and others.” ([ASFPM, 2007](#))

**ASTM:** American Society for Testing and Measurement.

**Authority Having Jurisdiction (AHJ).** “The phrase “authority having jurisdiction,” or its acronym AHJ, is used in NFPA documents in a broad manner, since jurisdictions and approval
agencies vary, as do their responsibilities. Where public safety is primary, the authority having jurisdiction may be a federal, state, local, or other regional department or individual such as a fire chief; fire marshal; chief of a fire prevention bureau, labor department, or health department; building official; electrical inspector; or others having statutory authority. For insurance purposes, an insurance inspection department, rating bureau, or other insurance company representative may be the authority having jurisdiction. In many circumstances, the property owner or his or her designated agent assumes the role of the authority having jurisdiction; at government installations, the commanding officer or departmental official may be the authority having jurisdiction.” (NFPA 1600, 2007. p. 11)

Avalanche: Mass of snow and ice falling suddenly down a mountain slope and often taking with it earth, rocks and rubble of every description. (WMO 1992, 66)

Awareness: “The continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react effectively.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 73 (Glossary)

Base: “The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be co-located with the Base.” (FEMA, NIMS (FEMA 501/Draft), 2007, p. 148)

Base Flood: A term used in the National Flood Insurance Program to indicate the minimum size flood to be used by a community as a basis for its floodplain management regulations; presently required by regulation to be “that flood which has a one-percent chance of being equaled or exceeded in any given year.” Also known as a 100-year flood or one-percent chance flood.

Base Flood Elevation (BFE): “…the elevation of the crest of the base or 100-year flood, which is the level of flood that has a 1% chance of being equaled or exceeded in any given year. Also referred to as BFE.” (ASFPM, National Flood Programs and Policies in Review—2007, p. 92)

Beaufort Scale: Numerical scale from 0 to 12, indicating wind force.

0-calm
1-light air
2-light breeze
3-gentle breeze
4-moderate breeze
5-fresh breeze
6-strong breeze
7-strong wind
8-gale
9-strong gale
10-storm
11-violent storm
12-hurricane  (Gunn 1990, 376; Reference Center 1998)

BFE: Base Flood Elevation.

Biodefense for the 21st Century (HSPD-10): “…we conducted a comprehensive evaluation of our biological defense capabilities to identify future priorities and actions to support them. The results of that study provide a blueprint for our future biodefense program, Biodefense for the 21st Century, that fully integrates the sustained efforts of the national and homeland security, medical, public health, intelligence, diplomatic, and law enforcement communities.…

The United States will continue to use all means necessary to prevent, protect against, and mitigate biological weapons attacks perpetrated against our homeland and our global interests. Defending against biological weapons attacks requires us to further sharpen our policy, coordination, and planning to integrate the biodefense capabilities that reside at the Federal, state, local, and private sector levels. We must further strengthen the strong international dimension to our efforts, which seeks close international cooperation and coordination with friends and allies to maximize our capabilities for mutual defense against biological weapons threats.

While the public health philosophy of the 20th Century - emphasizing prevention - is ideal for addressing natural disease outbreaks, it is not sufficient to confront 21st Century threats where adversaries may use biological weapons agents as part of a long-term campaign of aggression and terror. Health care providers and public health officers are among our first lines of defense. Therefore, we are building on the progress of the past three years to further improve the preparedness of our public health and medical systems to address current and future BW threats and to respond with greater speed and flexibility to multiple or repetitive attacks.

Private, local, and state capabilities are being augmented by and coordinated with Federal assets, to provide layered defenses against biological weapons attacks. These improvements will complement and enhance our defense against emerging or reemerging natural infectious diseases.

The traditional approach toward protecting agriculture, food, and water - focusing on the natural or unintentional introduction of a disease -- also is being greatly strengthened by focused efforts to address current and anticipated future biological weapons threats that may be deliberate, multiple, and repetitive.

Finally, we are continuing to adapt United States military forces to meet the biological weapons challenge. We have long recognized that adversaries may seek biological weapons to overcome our conventional strength and to deter us from responding to aggression. A demonstrated military capability to defend against biological weapons and other WMD strengthens our forward military presence in regions vital to United States security, promotes deterrence, and provides reassurance to critical friends and allies. The Department of Defense will continue to ensure that United States military forces can operate effectively in the face of biological weapons attacks, and that our troops and our critical domestic and overseas installations are effectively protected against such threats.” (White House, HSPD-10, April 28, 2004.)

Biosurveillance: “The term “biosurveillance” means the process of active data-gathering with appropriate analysis and interpretation of biosphere data that might relate to disease activity and threats to human or animal health – whether infectious, toxic, metabolic, or otherwise, and regardless of intentional or natural origin – in order to achieve early warning of health threats, early detection of health events, and overall situational awareness of disease activity.” (White House, HSPD 21, October 18, 2007)

Bioterrorism: “A bioterrorism attack is the deliberate release of viruses, bacteria, or other germs (agents) used to cause illness or death in people, animals, or plants. These agents are typically found in nature, but it is possible that they could be changed to increase their ability to cause disease, make them resistant to current medicines, or to increase their ability to be spread into the environment. Biological agents can be spread through the air, through water, or in food. Terrorists may use biological agents because they can be extremely difficult to detect and do not cause illness for several hours to several days. Some bioterrorism agents, like the smallpox virus, can be spread from person to person and some, like anthrax, can not.” (CDC, Bioterrorism Overview. February 12, 2007 update)


Bioterrorism Training and Curriculum Development Program (BTCDP), HRSA/HHS: “The Bioterrorism Training and Curriculum Development Program (BTCDP) provides support to health professions schools, health care systems, and other educational entities to equip a workforce of health care professionals to address emergency preparedness and response issues. The program consists of two discrete foci: (1) provision of continuing education for practicing health care providers; and (2) curriculum development and enhancement and training in health professions schools.” (DHS/ODP, FY06 EMPG, p. 11)

Blizzard: Violent winter storm, lasting at least 3 hours, which combines below freezing temperatures and very strong wind laden with blowing snow that reduces visibility to less than 1 km. (WMO 1992, 86)

BPAT: Building Performance Assessment Team.

BSSC: Building Seismic Safety Council.

BTCDP: Bioterrorism Training and Curriculum Development Program.

Buffer Zone Protection Program (BZPP): A Department of Homeland Security program which provides “funding to protect and secure areas surrounding critical infrastructure and key resource sites such as chemical facilities, dams, and nuclear plants across the country. The Buffer
Zone Protection Program (BZPP) provides targeted funding through states to local jurisdictions to purchase equipment that will extend the zone of protection beyond the gates of these critical facilities.” (DHS, Department of Homeland Security Announces $91.3 Million in Buffer Zone Protection Program Grants, March 2, 2005.)

Building Performance Assessment Teams (BPAT) and Process: “In response to hurricanes, floods, earthquakes, and other disasters, the Federal Emergency Management Agency (FEMA) often deploys Building Performance Assessment Teams (BPATs) to conduct field investigations at disaster sites. The members of a BPAT include representatives of public and private sector entities who are experts in specific technical fields such as structural and civil engineering, building design and construction, and building code development and enforcement. BPATs inspect disaster induced damages incurred by residential and commercial buildings and other manmade structures; evaluate local design practices, construction methods and materials, building codes, and building inspection and code enforcement processes; and make recommendations regarding design, construction, and code issues. With the goal of reducing the damage caused by future disasters, the BPAT process is an important part of FEMA’s hazard mitigation activities.” (FEMA, Building Performance Assessment Report: Hurricane Georges in Puerto Rico, March 1999, p. 2)

Building Seismic Safety Council (BSSC): “The BSSC was established in 1979 as a Council of the National Institute of Building Sciences. Developed as an entirely new type of instrument, the BSSC deals with the complex regulatory, technical, social, and economic issues involved in developing and promulgating building earthquake risk mitigation regulatory provisions that are national in scope. By bringing together all of the needed expertise and relevant public and private interests, it was believed that issues related to the seismic safety of the built environment could be resolved and jurisdictional problems overcome through authoritative guidance and assistance backed by a broad consensus.” (BSSC, About BSSC, http://www.bssconline.org/ab/index.html)

Business Continuity: “The ability of an organization to continue to function before, during, and after a disaster.” (DHS, NIPP, 2006, p. 103)

Business Continuity: “An ongoing process supported by senior management and funded to ensure that the necessary steps are taken to identify the impact of potential losses, maintain viable recovery strategies, recovery plans, and continuity of services.” (NFPA 1600, 2007, p.7)

“In the public sector, this phrase is also known as continuity of operations or continuity of government. Mission, vision, and strategic goals and objectives are used to focus the program. (NFPA 1600, 2007, p.11)

Business Continuity: “…the term business continuity encompasses the gamut of mechanisms that maintain continuity in business, including all forms of problem resolution and preventive mechanisms like quality assurance and security.” (Wainschel 2006, 54)

Business Continuity Planning: “Business continuity planning involves ensuring that a business is sustainable through a period of significant business interruption caused by a disaster or any other unforeseen disruptive event. It is essential for all types of scenarios ranging from system or
component failure caused by a software upgrade to a man-made or natural disaster that broadly impacts a firm’s physical assets, buildings and/or people.” (AT&T, Business Continuity Preparedness Handbook, April 2007, p. 2)

**Business Executives for National Security (BENS):** “Business Executives for National Security, a nationwide, non-partisan organization, is the primary channel through which senior business executives can help enhance the nation’s security. BENS members use their business experience to drive our agenda, deliver our message to decision makers and make certain that the changes we propose are put into practice. BENS has only one special interest: to help make America safe and secure.” (BENS, Mission Statement, 2006)

**Business Impact Analysis:** “A method of identifying the effects of failing to perform a function or requirement.” (HSC, National Continuity Policy Implementation Plan, August 2007, p. 60)

**Business Process Analysis:** “A method of examining, identifying, and mapping the functional processes, workflows, activities, personnel expertise, systems, data, and facilities inherent to the execution of a function or requirement.” (HSC, National Continuity Policy Implementation Plan, August, 2007, p. 60)

**BZPP:** Buffer Zone Protection Program. (DHS, NIPP, 2006, p. 101)

**CAEIAE:** Centers of Academic Excellence in Information Assurance Education. (DHS, NIPP, 2006, p. 101)

**CAG:** Continuity Advisory Group. HSC, National Continuity Policy IP, 2007, p. 22)

**Calamity:** “A massive or extreme catastrophic disaster that extends over time and space.” Notes the Black Death of the 14th century as an example. (Drabek 1996, Session 2, p.4)

**Capabilities:** “Capabilities are defined as providing: ...the means to accomplish a mission or function and achieve desired outcomes by performing critical tasks, under specified conditions, to target levels of performance.” (DHS, NPG, Appendix B, Capabilities-Based Preparedness Overview, 2007, p. 30)

**Capabilities-Based Preparedness:** “The Guidelines establish a capabilities-based approach to preparedness. Simply put, a capability provides the means to accomplish a mission. The Guidelines address preparedness for all homeland security mission areas: prevention, protection, response, and recovery.” (DHS, National Preparedness Guidelines, September 13, 2007, p. 4)

**Capabilities-Based Preparedness:** “Capabilities-Based Preparedness encourages flexibility and requires collaboration. More importantly, it helps to ensure that operations planners and program managers across the Nation can use common tools and processes when making planning, training, equipment, and other investments, and can produce measurable results.” (DHS, National Preparedness Guidelines, September 13, 2007, p. 10)
**Capabilities-Based Preparedness:** “Capabilities-Based Preparedness is a form of all-hazards planning…. Capabilities-Based Preparedness is defined as:

…preparing, under uncertainty, to provide capabilities suitable for a wide range of challenges while working within an economic framework that necessitates prioritization and choice.

Capabilities-Based Preparedness is a way to make informed choices about how to manage the risk and reduce the impact posed by potential threats. It focuses decision making on building and maintaining *capabilities* to prevent and protect against challenges (e.g., intelligence analysis, critical infrastructure protection, etc.) and to respond and recover when events occur (e.g., onsite incident management, medical surge, emergency public information, and economic recovery). The process rests on a foundation of multi-disciplinary, cross-governmental, and regional collaboration to determine measurable capability targets, to assess current levels of capabilities, and to find ways to close the gaps. As entities make choices in preparedness programs and activities, they will be able to improve their own preparedness, focus available assistance on areas of greatest need, and collaborate with others using a common reference framework.”  

**Capabilities-Based Preparedness Process:** “The Capabilities-Based Preparedness process…involves homeland security partners in a systematic and prioritized effort to accomplish the following:

- Convene working groups;
- Determine capability requirements;
- Assess current capability levels;
- Identify, analyze, and choose options;
- Update plans and strategies;
- Allocate funds;
- Update and execute program plans; and
- Assess and report.

The process emphasizes collaboration to identify, achieve, and sustain target levels of capability that will contribute to enhancing overall national levels of preparedness…. The core of the Capabilities-Based Preparedness approach is the comparison of current capabilities with risk-based target capability levels.”  

**Capabilities-Based Preparedness Working Groups:** “The preparedness process should begin with formation of a chartered, representative working group. It is strongly encouraged that, wherever possible, previously established working groups be used for this process. The working group should be multi-disciplinary, multi-agency, and multi-jurisdictional. Where appropriate, working groups should include the private sector and nongovernmental partners. The intent is to bring together regional practitioners from across disciplines so that they can be effective advisors to the senior decision-makers who formulate strategies, set priorities, and allocate funds.”  
**Capability:** “…a capability provides the means to accomplish a mission.” (DHS, National Preparedness Guidelines, September 13, 2007, p. 4) “A capability consists of the combination of elements required to deliver the desired outcome. (DHS, National Preparedness Guidelines, September 13, 2007, p. 5) “A capability provides the means to accomplish a mission or function resulting from the performance of one or more critical tasks, under specified conditions, to target levels of performance. A capability may be delivered with *any* combination of properly planned, organized, equipped, trained, and exercised personnel that achieves the desired outcome.” ((DHS, National Preparedness Guidelines, September 13, 2007, p. 40)

**Capability Assessments:** “Capability assessments measure the current level of capability against the target levels of capability from the TCL [Target Capabilities List] applicable to the respective level of government.” (DHS, National Preparedness Guidelines, 2007, p. 34)

**Capacity:** “A combination of all the strengths and resources available within a community, society or organization that can reduce the level of risk, or the effects of a disaster. Capacity may include physical, institutional, social or economic means as well as skilled personal or collective attributes such as leadership and management. Capacity may also be described as capability. (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, 2004, p. 1)

**Capacity Building:** “Building capacities for prevention, preparation and recovery means learning to assess vulnerabilities, reinforcing expertise in relevant technical, social and scientific institutions, and establishing partnerships of mutual learning that extend from communities and districts to central authorities…” (Fagen and Martin 2005, 12)

**Capacity Building:** “Efforts aimed to develop human skills or societal infrastructures within a community or organization needed to reduce the level of risk. In extended understanding, capacity building also includes development of institutional, financial, political and other resources, such as technology at different levels and sectors of the society.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004, p. 1)

**Catastrophe:** An event in which a society incurs, or is threatened to incur, such losses to persons and/or property that the entire society is affected and extraordinary resources and skills are required, some of which must come from other nations.

**Catastrophe:** “A catastrophic disaster is one that so overwhelms response agencies that local, state, and federal resources combined are insufficient to meet the needs of the affected public.” “Bissell, Catastrophe Workshop, 2005)

**Catastrophe:** “In catastrophic disasters, tens-or-hundreds of thousands of lives are immediately at risk, State and local resources may well be exhausted from the onset, and government leaders unable to determine or communicate their priority needs.” (Carafano 2005, 2)

**Catastrophe:** “Mark Brandenburg, MD, FACEP, FAAEM, Associate Professor, Director of Emergency Medicine Student Programs, University of Oklahoma College of Medicine-Tulsa… noted a difference between disasters (such as the Oklahoma City bombing) and complex emergencies/catastrophes (such as Hurricane Katrina) which are events that overwhelm resources. Looking back on response performance, one must put the hurricane catastrophe in
context. This catastrophe was along the lines of Hiroshima and by mere definition as a catastrophe was expected to overwhelm resources.” (Center for Community Research and Development, 2005)

Catastrophe: “You see, one of the lessons I think we have learned from last year's hurricanes is, we've got to look at the challenge of the catastrophic event, not only at the point where the catastrophe hits, but in all the areas around that point that are going to receive the collateral or cascading effects of that catastrophe.

When we have a major event, whether it be a terrorism event or a natural disaster, that causes a lot of people to move out of a particular area, they're going to go someplace. And a lot of them are going to go to your cities or your towns, and you're going to have to be able to deal with that challenge.

So one dramatic change we've made in the wake last year's hurricanes and in anticipation of this hurricane season and whatever else is coming in the course of this coming year, is we're looking now at planning not only for managing the emergency in the location where the emergency occurs, but managing the emergency all over the country. (Chertoff, Remarks by Secretary Michael Chertoff at the National League of Cities Congressional City Conference, Washington, DC: League of Cities, March 214, 2006)

Catastrophe: An example would be the 1985 Earthquakes in Mexico City and other Mexican cities. Thousands of people—estimates vary markedly—died and tens of thousands were injured. At least 100,000 building units were damaged; reconstruction costs exceeded five billion dollars (with some estimates running as high as $10 billion). Over sixty donor nations contributed to the recovery through programs coordinated by the League of Red Cross and Red Crescent Societies.” (Drabek 1996, Session 2, p. 4; citing Russell R. Dynes, E.L. Quarantelli, and Dennis Wenger. 1990. Individual and Organizational Response to the 1985 Earthquake in Mexico City, Mexico. Newark, Delaware: Disaster Research Center, University of Delaware)

Catastrophe: “…any disaster that overwhelms the ability of state, local, and volunteer agencies to adequately provide victims with such life-sustaining mass care services as food, shelter, and medical assistance within the first 12 to 24 hours.” (GAO, Disaster Management, 1993, p. 1)

Catastrophe: “Catastrophic events are different in the severity of the damage, number of persons affected, and the scale of preparation and response required. They quickly overwhelm or incapacitate local and/or state response capabilities, thus requiring coordinated assistance from outside the affected area. Thus, the response and recovery capabilities needed during a catastrophic event differ significantly from those required to respond to and recover from a ‘normal disaster’.” (GAO, Emergency Preparedness and Response, 2006, p. 15)

Catastrophe: “Hurricane Rita caused a major disaster, Hurricane Katrina caused a catastrophe. The difference between the two was a matter of the scale of the natural phenomena, the size and vulnerability of the population at risk, the preparedness of the public and government, and the effectiveness of decision-making prior to and during the crisis stages of the event. Henry Quarantelli, the founder of the University of Delaware, has pointed out that a catastrophe and disaster are qualitatively different. A catastrophe such as Katrina damages the physical infrastructure systems, government systems, and social systems to the extent that local officials
cannot function and mutual aid from neighboring communities and states is impossible.”
(Harrald, 2005)

Catastrophe: “…an event that causes $25 million or more in insured property losses and affects a significant number of property-casualty policyholders and insurers.” (Insurance Services Office 2000, 2)

Catastrophe: “One of the most important issues that Hurricane Katrina revealed…the difference between catastrophe planning and disaster planning. In catastrophes, there is a need for a more agile, adaptable and creative emergency management. Following the “rule-book” (bureaucratic pattern) will inevitably bring a slow response, problematic communication, and finally great frustration to the people for not meeting their needs and their expectations. Extreme events are better managed when responding authorities are able to adjust promptly their response efforts to the environment, fine tune their communication channels (according to the severity of the event), and also modify the decision making process for the immediate life saving interventions. That does not imply that the NRP should be ignored in the event of a catastrophe or that the ICS should be detoured. The challenging concepts of improvisation, adaptability, creativity and agility do not encompass anarchy or chaos (2). The structured control and command system will not be affected negatively; it will be simplified for better response and recovery. And these changes are indispensable for making clear that emergency responders do not manage catastrophes just as being simply big disasters.

In addition, success or failure of managing a catastrophe is based largely on leadership. In the case of Katrina, the lack of presence of a leader who was or seemed to be in control of the situation, who showed interest in getting the best to people, following a code of values-ethics and indicating unquestionably integrity was obvious; and that stigmatized the gloomy picture of the devastated New Orleans. What is needed is a leader who will have those qualities and competencies to agonize the Scylla of overwhelming disasters and the Charybdis of media. A leader who “recognizes the threats” in time, “prioritizes those threats appropriately” and “mobilizes effectively” is not a leader who will be blamed for failure (3). A leader who puts people first, builds very good teams by getting the “right people on the bus” (4), establishes good communication networks in multiple levels, promotes a learning process from past events, evaluates and improves the system on an ongoing basis, and is not reluctant when it comes to self criticism, is the one who can guide and introduce the required changes that need to be adopted for improving the emergency management system.” (Kastrioti, 2006)

Catastrophe: “Catastrophes, by definition, tend to occur in large metropolitan regions due to the concentration of people and infrastructure. For example, a category 5 hurricane striking an undeveloped coast will generate less damage than a category 3 hurricane hitting a major city. Recent catastrophes include the 1989 Loma Prieta Earthquake (San Francisco), the 1994 Northridge Earthquake (Los Angeles), Hurricane Hugo (1989), Hurricane Andrew (1992), Hurricanes Katrina and Rita (2005), the Midwest Floods of 1993, and the September 11 attacks of 2001.” (Moss and Shalhamer, The Stafford Act: Priorities for Reform..., 6Sep2007, p. 14)

Catastrophe: “Unfortunately, one of the biggest shortcomings of the Stafford Act is that it only recognizes two levels of disasters – emergencies and major disasters. Emergencies are normally smaller, limited scale events. The second category - major disasters – is intended for larger
events, but this can run the gamut from a blizzard in Buffalo to a major earthquake in California that impacts millions. A third category should be created to differentiate catastrophes from major disasters.” (Moss and Shalhamer, The Stafford Act: Priorities for Reform…, 6Sep2007, p. 15)

**Catastrophe:** An event of such impact upon a community that new organizations must be created in order to deal with the situation. (Quarantelli 1987, 25)

**Catastrophe:** “The difference between a disaster and a catastrophe is that while disaster is when needs exceed resources, catastrophe is when needs exceed all ability to respond.” (Ramirez 2007)

**Catastrophe:** “The difference between a catastrophe and a disaster is crucial: State and local officials can be counted on to assess their needs and direct federal response to a disaster. A catastrophe, however, over-whelms state and local governments and requires a federal response that anticipates needs instead of waiting for requests from below.” (Rood, 2005)

**Catastrophe:** “…for a given society might be defined as an event leading to 500 deaths or $10 million in damages. These figures, however, are arbitrary since levels of impact mean different things to different people in different situations. Furthermore, we cannot ignore the element of scale. It would be a catastrophe for a small community if every building were totally destroyed by flooding (as occurred in 1993 in Valmeyer, Illinois), but at the global scale, it would be an insignificant event if only 350 houses were involved…Similarly, $10 million in damage to some communities would be devastating…, especially in less wealthy societies, but others would be able to cope relatively easily” (Tobin and Montz 1997, 7).

“…a catastrophe not only disrupts society, but may cause a total breakdown in day-to-day functioning. One aspect of catastrophes, is that most community functions disappear; there is no immediate leadership, hospitals may be damaged or destroyed, and the damage may be so great and so extensive that survivors have nowhere to turn for help (Quarantelli, 1994). In disaster situations, it is not unusual for survivors to seek help from friends and neighbors, but this cannot happen in catastrophes. In a disaster, society continues to operate and it is common to see scheduled events continue…” Tobin and Montz 1997, 31).

**Catastrophic Disaster:** An event that results in large numbers of deaths and injuries; causes extensive damage or destruction of facilities that provide and sustain human needs; produces an overwhelming demand on State and local response resources and mechanisms; causes a severe long-term effect on general economic activity; and severely affects State, local, and private-sector capabilities to begin and sustain response activities. Note: the Stafford Act provides no definition for this term. (FEMA 1992, FRP Appendix B)

**Catastrophic Disaster:** “…the term ‘catastrophic incident’ means any natural disaster, act of terrorism, or other man-made disaster that results in extraordinary levels of casualties or damage

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or disruption severely affecting the population (including mass evacuations), infrastructure, environment, economy, national morale, or government functions in an area;…” (Public Law 109-295 (120 Stat. 1394), Department of Homeland Security Appropriations Act, 2007, p. 40)

**Catastrophic Disaster Planning Initiative:** The “FEMA Catastrophic Disaster Response Planning Initiatives are currently focused on four specific geographic areas: Southeast Louisiana, New Madrid Seismic Zone (NMSZ), the State of Florida, and the State of California.” (FEMA, “Catastrophic Disaster Planning.” FEMA Disaster Operations Directorate, May 10, 2007)

**Catastrophic Disaster Response Group (CDRG):** “The Catastrophic Disaster Response Group (CDRG) — represents all FRP signatory departments and agencies at the senior headquarters policy level.” (FEMA, US&R Incident Support Team Training (Instructor Guide Module 1), p.7)

**Catastrophic Emergency:** “Any incident, regardless of location, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the U.S. population, infrastructure, environment, economy, or government functions.” (HSC, National Continuity Policy Implementation Plan, August 2007, p. 60)

**Catastrophic Emergency:** “Catastrophic Emergency’ means any incident, regardless of location, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the U.S. population, infrastructure, environment, economy, or government functions.” (White House, HSPD-20, May 9, 2007)

**Catastrophic Event:** “For purposes of this plan [NRP 2004], a catastrophic event is any natural or manmade incident, including terrorism, which leaves extraordinary levels of mass casualties, damage and disruption severely affecting the population, infrastructure, environment, and economy. A catastrophic event results in sustained national impacts over a prolonged period of time; exceeds resources normally available in the local, State, Federal, and private sectors; and significantly interrupt governmental operations and emergency services to such an extent that national security could be threatened. In contrast to a Major Disaster or Emergency as defined in the Stafford Act, a catastrophic event is characterized as an incident of low or unknown probability but extremely high consequences.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 60)

**Catastrophic Health Event:** “The term “catastrophic health event” means any natural or manmade incident, including terrorism, that results in a number of ill or injured persons sufficient to overwhelm the capabilities of immediate local and regional emergency response and health care systems.” (White House, HSPD 21, October 18, 2007)

**Catastrophic Incident:** “Any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, and national morale and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to State, local, tribal, and private sector authorities; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic incidents are considered Incidents of National Significance.” (DHS National Response Plan, 2004, x)
According to DHS National Response Plan:

“A catastrophic incident results in large numbers of casualties and/or displaced persons;

The incident may cause significant disruption of the area’s critical infrastructure, including transportation, telecommunications, and public health and medical systems;

Response activities may have to begin without the benefit of a detailed or complete situation and needs assessment because a detailed, credible operating picture may not be possible for 24 to 48 hours of longer after the incident;

The federal government may have to mobilize and deploy assets before local and state governments request them via normal protocols because timely federal support may be necessary to save lives, prevent suffering, and mitigate severe damage; and,

Large numbers of people may be left temporarily or permanently homeless and require temporary or longer-term interim housing.” (DHS National Response Plan 2004, at CAT-3)

Catastrophic Incident: “An urban or metropolitan area, or more expansive geographical area encompassing a large aggregate population, suffers a sudden, catastrophic incident resulting (either immediately or over time) in tens of thousands of casualties (dead, dying, and injured) and producing tens of thousands of evacuees and/or affected-in-place. The response capabilities and resources of the local jurisdiction (to include mutual aid from surrounding jurisdictions and response support from the State) will be profoundly insufficient and quickly, if not immediately, overwhelmed. In addition, characteristics of the precipitating event, such as severe damage to critical and public infrastructure and contamination concerns or other public health implications, will severely aggravate the response strategy and further tax the capabilities and resources available to the venue. Life saving support from outside the area will be required, and time is of the essence. A catastrophic incident is also likely to have long-term impacts within the incident area as well as, to a lesser extent, on the Nation.” (DHS, (NRP) Catastrophic Incident Supplement to the National Response Plan, April 2005, p. 6)

Catastrophic Incident: “A catastrophic incident is a sudden event that results in tens of thousands of casualties and tens of thousands of evacuees. Due to the magnitude of the event, State and local resources will be automatically overwhelmed and the precipitating event will severely aggravate the response strategy and further tax the capabilities and resources available to the area. The event will likely have long-term impacts within the incident as well as, to a lesser extent, on the Nation.” (FEMA, Strategic Plan, October 10, 2007 Draft, p. 1)

Catastrophic Incident: “…the term ‘catastrophic incident’ means any natural disaster, act of terrorism, or other man-made disaster that results in extraordinary levels of casualties or damage or disruption severely affecting the population (including mass evacuations), infrastructure, environment, economy, national morale, or government functions in an area.” (Post-Katrina Emergency Management Reform Act of 2006, Title VI, Sec. 602 October 4, 2006, p. 1394)
Catastrophic Incident: “State and local governments are the first line of emergency response in disasters. State and local governments have fire, police, emergency medical services (EMS) and emergency management agencies dedicated to disaster response. The recent White House report on the Federal response to Hurricane Katrina described the situation when normal emergency response to a disaster becomes a response to a catastrophic incident:

“However, in some instances, the State and local governments will be overwhelmed beyond their ability to satisfy their traditional roles in this system. Indeed, in some instances, State and local governments and responders may become victims themselves, prohibiting their ability to identify, request, receive, or deliver assistance. This is the moment of catastrophic crisis—the moment when 911 calls are no longer answered; the moment when hurricane victims can no longer be timely evacuated or evacuees can no longer find shelter; the moment when police no longer patrol the streets, and the rule of law begins to break down.” (White House, The Federal Response to Hurricane Katrina—Lessons Learned. February 2006, p. 18) (DOT, Catastrophic Hurricane Evacuation Plan Evaluation: Report to Congress, 2006, p. 2-1)

Catastrophic Incident Annex (NRP 2004), Federal Response Guiding Principles: “Guiding principles for a proactive Federal catastrophic incident response include the following:

a. The primary mission is to save lives, protect property and critical infrastructure, contain the event, and protect the national security;
b. Standard procedures regarding requests for assistance may be expedited, or under extreme circumstances, suspended in the immediate aftermath of an event of catastrophic magnitude;
c. Pre-identified Federal response resources deploy and begin necessary operations as required to commence life-safety activities; and
d. Notification and full coordination with States will occur, but disruptions in the coordination process will not delay or impede the rapid deployment of critical resources.” (DHS, Catastrophic Incident Annex July 7, 2004 Draft, pp. 4-5)

Catastrophic Incident Annex (National Response Plan, July 2004), Planning Assumptions:

“1. A catastrophic event will result in large quantities of casualties and/or displaced persons, possibly in the tens of thousands.

2. A catastrophic mass casualty/mass evacuation incident will trigger a Presidential disaster declaration, immediately or otherwise.

3. The Secretary of Homeland Security will immediately designate the event and Incident of National Significance and direct implementation of the NRP-CIA.

4. The nature and scope of such an event may include chemical, biological, radiological, nuclear or high-yield explosive (CBRNE) attacks, disease epidemics, major earthquakes/major hurricanes in densely populated areas, and/or other natural or manmade hazards.
5. Multiple events may occur simultaneously or sequentially in contiguous and/or noncontiguous areas. Some incidents, such as a biological WMD attack, may be dispersed over a large geographic area, and lack a defined incident site.

6. A catastrophic incident may occur with little or no warning. Some incidents, such as rapid disease outbreaks, may be well underway before being detected.

7. The event will cause significant disruption of the area’s critical infrastructure to power, transportation, utilities, and communications systems.

8. The response capabilities and resources of the local jurisdiction (to include mutual aid from surrounding jurisdictions and response support from the State) may be insufficient and quickly overwhelmed. Many local emergency personnel who normally respond to incidents will be among those affected and unable to perform their duties.

9. A detailed and credible common operating picture may not be achievable for 24-38 to 48 hours (or longer) after the incident. As a result, response activities must begin without the benefit of a detailed or complete situation and critical needs assessment.

10. Federal support must be provided in a timely manner to save lives, prevent human suffering, and mitigate severe damage. This may require deploying assets before they are requested via normal NRP protocol.

11. Large-scale evacuations, organized or self-directed, may occur. More people initially will flee and seek shelter for attacks involving CBRN agents than for natural events. The health-related implications of an incident will aggravate attempts to implement a coordinated evacuation management strategy.

12. Large numbers of people may be left temporarily or permanently homeless and may require prolonged temporary housing.

13. A catastrophic incident may produce environmental impacts (e.g., persistent chemical, biological, or radiological contamination) that severely challenge the ability and capacity of governments and communities to achieve a timely recovery.

14. A catastrophic incident will have unique dimensions/characteristics requiring that response plans/strategies be flexible enough to effectively address emerging needs and requirements.

15. A catastrophic incident may have international dimensions. These include potential impacts on cross-border trade, transit, law enforcement coordination and other areas.

16. If the incident is the result of terrorism, the Homeland Security Advisory System (HSAS) level will likely be raised regionally, and perhaps nationally. Elevation of the HSAS level carries additional local, State, and Federal security enhancements that may affect the availability of certain response resources.”” (DHS, Catastrophic Incident Annex July 7, 2004 Draft, pp. 3-4)
Catastrophic Incident Annex (NRF, July 2007 Comment Draft), Planning Assumptions:

- “A catastrophic incident may result in large numbers of casualties and/or displaced persons, possibly in the tens to hundreds of thousands. During an incident response, priority is given to human life-saving operations.
- The nature and scope of a catastrophic incident may immediately overwhelm State, tribal, and local response capabilities and require immediate Federal support.
- A detailed and credible common operating picture may not be achievable for 24 to 48 hours (or longer) after the incident. As a result, response activities must begin without the benefit of a detailed or complete situation and critical needs assessment.
- A catastrophic incident will trigger a Presidential disaster declaration, immediately or otherwise. The Secretary of Homeland Security or a designee implements the NRF-CIA/CIS.
- The nature and scope of the catastrophic incident may include chemical, biological, radiological, nuclear, or high-yield explosive attacks, disease epidemics, cyber attacks, and major natural or manmade hazards.
- A catastrophic incident has unique dimensions/characteristics requiring that response plans/strategies be flexible enough to effectively address emerging needs and requirements.
- A catastrophic incident may occur with little or no warning. Some incidents, such as rapid disease outbreaks, may be well underway before detection.
- Multiple incidents may occur simultaneously or sequentially in contiguous and/or non-contiguous areas. Some incidents, such as a biological WMD attack, may be dispersed over a large geographic area and lack a defined incident site.
- A catastrophic incident may produce environmental impacts (e.g., persistent chemical, biological, or radiological contamination) that severely challenge the ability and capacity of governments and communities to achieve a timely recovery.
- Federal support must be provided in a timely manner to save lives, prevent human suffering, and mitigate severe damage. This may require mobilizing and deploying resources before they are requested via normal NRF protocols.
- Large-scale evacuations, organized or self-directed, may occur. More people initially are likely to flee and shelter outside of areas involving chemical, biological, radiological, or nuclear agents than for natural events. The health related implications of these incidents may aggravate attempts to implement a coordinated evacuation management strategy.
- Large numbers of people may be left temporarily or permanently homeless and may require prolonged temporary housing.
- A catastrophic incident may have significant international dimensions. These include impacts on the health and welfare of border community populations, cross-border trade, transit, law enforcement coordination, and other areas.” (DHS, National Response Framework, Catastrophic Incident Annex, July 2007 Draft, pp. 4-5)


Catastrophic Incident Annex (National Response Plan, December 2004), Purpose: “The Catastrophic Incident Annex to the National Response Plan (NRP-CIA) establishes the context
and overarching strategy for implementing and coordinating an accelerated, proactive national response to a catastrophic incident.” (DHS, Catastrophic Incident Annex, Dec. 2004, p. 1)


Scope…. Recognizing that Federal and/or national resources are required to augment overwhelmed State, tribal, and local response efforts, the NRF-CIA establishes protocols to preidentify and rapidly deploy key essential resources (e.g., medical teams, urban search and rescue teams, transportable shelters, medical and equipment caches, etc.) that are expected to be urgently needed/required to save lives and contain incidents. Accordingly, upon designation by the Secretary of Homeland Security of a catastrophic incident, Federal resources, organized into incident-specific “packages,” deploy in accordance with the NRF-CIS and in coordination with the affected State and incident command structure.

Where State, tribal, or local authorities are unable to establish or maintain an effective incident command structure due to catastrophic conditions, the Federal Government, at the direction of the Secretary of Homeland Security may establish a unified command structure to save lives, protect property, secure critical infrastructure/key resources, contain the event, and protect national security. The Federal Government shall transition to its normal role supporting incident command through State, tribal, or local authorities when their command is reestablished.” (DHS, National Response Framework, Catastrophic Incident Annex, July 2007 Draft, p. 1)

Catastrophic Incident Annex (National Response Framework July 2007 Draft), Scope: “The Catastrophic Incident Annex is primarily designed to address no-notice or short-notice incidents of catastrophic magnitude, where the need for Federal assistance is obvious and immediate, where anticipatory planning and resource pre-positioning were precluded, and where the exact nature of needed resources and assets is not known. Appropriately tailored assets and responses identified in the NRF-CIS, as well as other select Federal resources and assets, also may be deployed in support of a projected catastrophic event (e.g., a major hurricane) with advance warning in support of the anticipated requests of State, tribal, and local authorities.” (DHS, National Response Framework, Catastrophic Incident Annex, July 2007 Draft, p. 2)

Catastrophic Incident Planning: “…planning for major catastrophic events sponsored by FEMA is underway [Florida, New Madrid Seismic Zone, California South, California North, Hawaii]. Subject matter experts, planners and operators are deployed at the Federal, Regional, and State levels. Their mission is to identify capability assessments, identify planning seams, and achieve solutions. FEMA is developing and will continue to enhance scenario-driven catastrophic planning that combines planning and exercises that are realistic and reasonable and that simulate the conditions and demands responders would face following a catastrophic disaster.” (FEMA, Strategic Plan, October 10, 2007 Draft, p. 5)
Catastrophic Incident Planning Strategy: “Achieving a robust and sustainable national capability to rapidly and successfully meet the immense challenges posed by an incident of catastrophic magnitude will require a unified strategy supported by aggressive leadership, joint collaboration, innovative thinking, significant funding, and national resolve. To that end, this Strategy for Catastrophic Incident Planning (SCIP) establishes a comprehensive and ambitious set of unified goals and objectives, and will provide a baseline against which to identify, validate, align and prioritize necessary capability-building initiatives.” (FEMA, Strategic Plan, October 10, 2007 Draft, p. 4)

Catastrophic Incident Planning Strategic Goals: “The SCIP shall accomplish the following goals:

- Creation of an ongoing operational framework consisting of collaborative partnerships among all FEMA directorates, other NRF agencies, non-governmental organizations (NGOs and private sector entities at the National, Regional, State, metropolitan, local and tribal levels.
- Development on a continuing basis of comprehensive catastrophic planning solutions for selected natural hazards by working with the other Federal agencies, regions, and other Federal partners and under the auspices of the Post-Katrina Emergency Management Reform Act of 2006. In addition to the current planning efforts already underway, review additional scenarios for catastrophic planning development including all 15 National Planning Scenarios.
- Establishment of clear-cut legal authorities, roles and responsibilities, lines of communication and coordination at all levels of government.
- Implementation of state-of-the-art technology providing information management and document control for the dissemination, exchange, and transfer of plans, lessons learned, best practices, workshop schedules and related products.
- Creation of an integrated, scenario-driven catastrophic planning methodology that combines planning and exercise phases.
- Implementation of standardized plan templates and a planning developmental methodology at the National, Regional, State, metropolitan, local, and tribal levels.
- Development of a Joint Catastrophic Disaster Steering Group (JCDSG) of representatives from key directorates (Disaster, Operations, Disaster Assistance, Mitigation, National Preparedness) that develops and revises goals, policies, doctrines, funding, and long-range plans, and provides integration and coordination with new initiatives within FEMA and with other Federal agencies, as well as NGOs.
- Creation of an annual national conference for all stakeholders to provide a forum for the reporting of research results and planning efforts in order to support, inform, integrate and enhance catastrophic plans.
- Creation of a five-year plan, developed by the JCDSG (in conjunction with other stakeholders). This plan will address the identified goals and objectives, funding, selected metropolitan areas, scenarios, and specific target dates for local jurisdictions to achieve self-sustaining programs.” (FEMA, Strategic Plan, October 10, 2007 Draft, pp. 6-7)

Catastrophic Incident Planning Vision: “By end of fiscal year 2013, functional planning annexes will prepare the nation to respond to the unique characteristics of all-hazard catastrophic events on a national level and for 21 regional locales around the nation. These will facilitate a
coordinated national preparedness and response capability which integrates operations and resources at all levels of government and the private sector.”  (FEMA, Strategic Plan, October 10, 2007, p.6)

**CBDRM:** Community Based Disaster Risk Management.  (ProVention Consortium, 2006)

**CBIRF:** Chemical/Biological Incident Response Force.

**CBO:** Community Based Organization.

**CBRNE:** Chemical, Biological, Radiation, Nuclear and Explosive Weapons.  (HSC, NCPIP, 66)

**CBRS:** Coastal Barrier Resource System.

**CCA:** Continuity Communications Architecture.  (HSC, August 2007, p. 60)

**CDP:** Center for Domestic Preparedness.

**CEM:** Comprehensive Emergency Management.

**Center for Domestic Preparedness (Anniston, Alabama):** “The Center for Domestic Preparedness (CDP) provides a unique environment and opportunity to offer specialized advanced training to state and local emergency responders in the management and remediation of incidents of domestic terrorism, especially those involving chemical agents and other toxic substances….  The Center was created by a Congressional directive to: Establish a National, State, and Local Public Training Center for First Responders to domestic terrorist acts at Fort McClellan. The Center will serve as a training facility for all relevant federally supported training efforts that target state and local law enforcement, firefighters, emergency medical personnel, and other key agencies such as public works and state and local emergency management agencies. The focus of the training is to prepare relevant state and local officials to deal with chemical, biological, or nuclear terrorist acts and handle incidents dealing with hazardous materials.”  (DOJ, ODP Fact Sheet)

**Central HAZUS Users Group (CHUG):** The CHUG (Central HAZUS Users Group) provides a means of collaboration between HAZUS-MH users within FEMA Region 5. This group looks at software challenges, HAZUS-MH projects, and the overall general use of HAZUS-MH software. The main goal of the CHUG is to maximize the potential of HAZUS-MH within the region. Sharing the successes and challenges between users helps bring the entire region together in planning for natural disasters.”  (FEMA, “HAZUS User Groups Success Story: CHUG, Expanding HAZUS Use in FEMA Region 5,” October 22, 2007)

**Central United States Earthquake Consortium:** “The Central U.S. Earthquake Consortium is a partnership of the federal government and the eight states most affected by earthquakes in the central United States. Those states are: Alabama, Arkansas, Illinois, Indiana, Kentucky, Mississippi, Missouri, and Tennessee. Established in 1983 with funding support from the Federal Emergency Management Agency, CUSEC’s primary mission is, ‘... the reduction of
deaths, injuries, property damage and economic losses resulting from earthquakes in the Central United States.’ CUSEC serves as a ‘coordinating hub’ for the region, performing the critical role of coordinating the multi-state efforts of the central region. Its coordinating role is largely facilitative and not as the primary implementer of emergency management functions which is the responsibility of each individual state.” (CUSEC, CUSEC Mission and Goals, webpage)


CERT: Citizen Emergency Response Team.

CFDA: Catalog of Federal Domestic Assistance.


Chemical/Biological Incident Response Force: “In the event of a chemical or biological incident, the Emergency Services Sector (ESS) can obtain support from the Chemical/Biological Incident Response Force (CBIRF), an element of II Marine Expeditionary Force (II MEF), U.S. Marine Forces Command (MARFORCOM). Located in Indian Head, MD, CBIRF forward-deploys and/or responds by land, sea, or air worldwide to credible threats of chemical, biological, radiation, and nuclear (CBRNE) events on short notice. Once on scene, CBIRF activities include reconnaissance (detecting and identifying threats), rescue and extraction (confined space rescue, trench rescue, vehicle and advanced rope rescue, and collapsed structure stabilization and rescue), medical care in “hot zones,” decontamination, explosive ordnance disposal (render Improvised Explosive Devices safe), command and control (critical network communications), and logistics (self-contained, self-sufficient task-organized unit). To receive the Force’s assistance at the local level, the senior elected official (e.g., mayor) must contact the governor, who formally requests CBIRF…. CBIRF personnel also have performed hundreds of evaluations of commercial off-the-shelf items that enhance personal protection equipment, detection, and decontamination of agents. CBIRF interacts with all standards-writing organizations, and works on an ongoing basis to improve research, development and acquisition of new equipment.” (EMR-ISAC, INFOGRAM 42-07, October 25, 2007)

Chemical/Biological Incident Response Force (CBIRF) Background: “In 1995, then Commandant of the Marine Corps, General Krulak provided planning guidance that stated the need for a strategic organization to respond to the growing chemical/biological threat. The Commandant's Warfighting Laboratory developed the concept for the establishment of CBIRF in 1996. As a result of this concept development, CBIRF was formed during the spring of 1996. CBIRF is currently located 26 miles from the District of Columbia.” (CBIRF, “The Background of CBIRF,” 2007)

Chemical/Biological Incident Response Force (CBIRF) Mission: “When direct, forward-deploy and/or respond to a credible threat of a Chemical, Biological, Radiological, Nuclear, or High Yield explosive (CBRNE) incident in order to assist local, state, or federal agencies and
Unified Combat Commanders in the conduct of consequence management operations. CBIRF accomplishes this mission by providing capabilities for agent detection and identification; casualty search, rescue, and personnel decontamination; and emergency medical care and stabilization of contaminated personnel.” (CBIRF, CBIRF Mission, 2007)

Chemical, Biological, Radiation, Nuclear, Explosive Weapons (CBRNE). (HSC, NCPIP, 66)

Chemical Stockpile Emergency Preparedness Program (CSEPP): “The Chemical Stockpile Emergency Preparedness Program (CSEPP) is a unique partnership between FEMA and the U.S. Army, given FEMA's long-standing experience in preparing for and dealing with all types of emergencies and the U.S. Army's role as custodian of the U.S. chemical stockpile. Since 1988, FEMA and the U.S. Army have assisted communities surrounding the eight chemical stockpile sites to enhance their abilities to respond to the unlikely event of a chemical agent emergency.” (FEMA, Chemical Stockpile Emergency Preparedness Program (CSEPP), May 2, 2006 update.)

CHEMTREC: The Chemical Transportation Emergency Center, 24-hour contact number 1-800-424-9300 in CONUS, 202-483-7616 outside the continental United States. A service, sponsored by the chemical industry, which provides two stages of assistance to responders dealing with potentially hazardous materials. First, on receipt of a call providing the name of a chemical judged by the responder to be a potentially hazardous material, CHEMTREC provides immediate advice on the nature of the chemical product and the steps to be taken in handling it. Second, CHEMTREC promptly contacts the shipper of the material involved for more detailed information and on-scene assistance when feasible. (DOT 1993)


CHUG: Central HAZUS Users Group.

CIA: Catastrophic Incident Annex (to the National Response Plan, 2004)

CII: Critical Infrastructure Information. (DHS, NIPP, 2006, p. 101)

CI/KR: Critical Infrastructure/Key Resources. (DHS, NIPP, 2006, Preface)

CIS: Critical Incident Supplement (Federal Response Plan, 2005)


Cities Readiness Initiative (CRI): “The Cities Readiness Initiative (CRI) is a federally funded effort to prepare major US cities and metropolitan areas to effectively respond to a large scale bioterrorist event by dispensing antibiotics to their entire identified population within 48 hours of the decision to do so…[The CRI]: Aids state and local officials in developing plans that support
mass dispensing drugs to 100% of the identified population within 48 hours of a decision to do so; provides funding to states, whose CRI jurisdictions cover 500 counties. This means that 56% of the US population lives within a CRI jurisdiction…. The CRI project started in 2004 and has grown each year thereafter:

2004: CRI stared with 21 cities
2005: CDC funded 15 additional cities…
2006: CDC funded an additional 36 cities, for a total of 72 participating cities….

In addition, the United States Postal Service (USPS) is working with select CRI cities to develop Postal Plans, in which mail carriers will deliver antibiotics to the homes in selected zip codes. This option is only available to jurisdictions with an approved USPS Dispensing Plan.” (CDC, Key Facts about the Cities Readiness Initiative July 3, 2007)

Citizen Corps: “Citizen Corps, administered by DHS, is a community-level program that brings government and private sector groups together and coordinates the emergency preparedness and response activities of community members. Through its network of community, tribal and State councils, Citizen Corps increases community preparedness and response capabilities through public education, outreach, training and volunteer service.” (DHS, National Response Framework (Comment Draft), September 10, 2007, p. 17)

Citizen Emergency Response Team (CERT): “Community Emergency Response Team (CERT) training is one way for citizens to prepare for an emergency. CERT training is designed to prepare people to help themselves, their families and their neighbors in the event of a catastrophic disaster. Because emergency services personnel may not be able to help everyone immediately, residents can make a difference by using the training obtained in the CERT course to save lives and protect property.” (DHS, National Response Framework (Comment Draft). DHS, September 10, 2007, p. 18)

Civil Defense (CD): “All activities and measures designed or undertaken for the following reasons: (a) to minimize the effects upon the civilian population caused by, or which would be caused by, an attack upon the United States or by a natural disaster; (b) to deal with the immediate emergency conditions which would be created by any such attack or natural disaster; and (c) to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack or natural disaster.” (FEMA, Definitions of Terms, April 4, 1990.)

Civil Defense: The system of measures, usually run by a governmental agency, to protect the civilian population in wartime, to respond to disasters, and to prevent and mitigate the consequences of major emergencies in peacetime. The term “civil defense” is now used increasingly. (UN 1992, 17)

Civil Defense Act of 1950 (Public Law 81-875).

Civil Disturbances: Group acts of violence and disorders prejudicial to public law and order within the 50 States, District of Columbia, Commonwealth of Puerto Rico, U.S. possessions and territories, or any political subdivision thereof. As more specifically defined in DoD Directive 3025.12
(Military Support to Civil Authorities), “civil disturbance” includes all domestic conditions requiring the use of Federal Armed Forces. (Title 32 CFR 185)

Civil Emergency: Any natural or manmade disaster or emergency that causes or could cause substantial harm to the population or infrastructure. This term can include a “major disaster” or “emergency” as those terms are defined in the Stafford Act, as amended, as well as consequences of an attack or a national security emergency. Under 42 U.S.C. 5121, the terms “major disaster” and “emergency” are defined substantially by action of the President in declaring that extant circumstances and risks justify his implementation of the legal powers provided by those statutes. (Title 32 CFR 185)

Civil Protection: “The phrase ‘civil protection’ has gradually come into use around the world as a term that describes activities which protect civil populations against incidents and disasters (Mauro, 1996).…Civil protection has gradually and rather haltingly emerged from the preceding philosophy of civil defense.” (Alexander, 2002, 4)

Civil Search and Rescue (Civil SAR): “Search operations, rescue operations, and associated civilian services provided to assist persons and property in potential or actual distress in a non-hostile environment.” (National Search and Rescue Committee, National Search and Rescue Plan of the United States, 2007, p. 1)

Climate Change: “The climate of a place or region is changed if over an extended period (typically decades or longer) there is a statistically significant change in measurements of either the mean state or variability of the climate for that place or region. Changes in climate may be due to natural processes or to persistent anthropogenic changes in atmosphere or in land use. Note that the definition of climate change used in the United Nations Framework Convention on Climate Change is more restricted, as it includes only those changes which are attributable directly or indirectly to human activity.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

CMC: Crisis Management Center, Department of Transportation.

COG: Continuity of Government.

COGCON: Continuity of Government Readiness Conditions. (White House, HSPD-20)

Collaborative (Core Principle of Emergency Management): “Collaborative: emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.” (EM Roundtable, 2007, p. 4)

Color-coded Threat Level System: “…used to communicate with public safety officials and the public at-large through a threat-based, color-coded system so that protective measures can be implemented to reduce the likelihood or impact of an attack. Raising the threat condition has economic, physical, and psychological effects on the nation; so, the Homeland Security Advisory System can place specific geographic regions or industry sectors on a higher alert status than

**Command:** “The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 148)

**Command and Control:** “The exercise of authority and direction by a properly designated commander over assigned and attached forces in the accomplishment of the mission. Command and control functions are performed through an arrangement of personnel, equipment, communications, facilities, and procedures employed by a commander in planning, directing, coordinating, and controlling forces and operations in the accomplishment of the mission.” (USCG Pub 1, 2002, p. 60)

**Command Staff:** Under the Incident Management System, “The Command Staff consists of a Public Information Officer, Safety Officer, Liaison Officer and other positions as required, who report directly to the Incident Commander.” (DHS, National Response Framework (Comment Draft), September 10, 2007, p. 48)

**Common Communication Plan (CCP):** “A plan designed to be utilized across multi-agency and multi-jurisdictional incident management operations. It applies standards called for under the ICS. The IC manages communications at an incident, using a CCP and an incident-based communications center established solely for use by the command, tactical, and support resources assigned to the incident. All entities involved in managing the incident will utilize common terminology, prescribed by the NIMS, for communications.” (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 1)

**Common Operating Picture:** “Activated in May 2006, the Common Operating Picture (COP) is a display of relevant information that is derived from a Common Operating Database (COD) and shared by several agencies and organizations. The COP/COD system is a situational awareness tool that can be modified for the strategic, operational and tactical levels and is active in the National Operations Center (NOC). As part of an incrementally phased development effort, the DHS COP/COD system has focused on the 2006 hurricane season and has been implemented in selected DHS offices and component and inter-agency operation centers. Subsequently, the COP/COD system will be implemented nationwide for all Homeland Security partners, for all hazards, and for all threats.” (DHS, Fact Sheet: “Protecting the Homeland Post September 11,” Sep. 8, 2006)

**Common Operating Picture:** “Collating and gathering information—such as traffic, weather, actual damage, resource availability—of any type (voice, data, etc.) from agencies/organizations in order to make decisions during an incident…. A common operating picture is established and maintained by the gathering, collating, synthesizing, and disseminating of incident information to all appropriate parties involved in an incident. Achieving a common operating picture allows on-scene and off-scene personnel (e.g., those at the Incident Command Post, an Emergency Operations Center, and within a multi-agency coordination group) to have the same information about the incident, including the availability and location of resources, personnel, and the status of requests for assistance. Additionally, a common operating picture offers an overview of an incident thereby providing incident information which enables the Incident Commander (IC),
Unified Command (UC), and supporting agencies and organizations to make effective, consistent, and timely decisions. In order to maintain situational awareness, communications and incident information must be updated continually. Having a common operating picture during an incident helps to ensure consistency for all emergency management/response personnel engaged in an incident.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, pp. 23-24)

**Common Operating Picture:** “Offers an overview of an incident thereby providing incident information enabling the IC/UC and any supporting agencies and organizations to make effective, consistent, and timely decisions.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 149)

**Common Operating Picture:** “Is a broad view of the overall situation as reflected by situation reports, aerial photography and other information and intelligence.” (USCG, IM Handbook, 2006, Glossary 25-4)

**Common Terminology (IM):** “Normally used words and phrases—avoids the use of different words/phrases for same concepts, consistency, to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 149)

**Communications Interoperability:** “Communications interoperability allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video on demand, in real time, when needed, and when authorized. It is essential that these communications systems be capable of interoperability, as successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 24)

**Community Awareness and Emergency Response (CAER):** A program developed by the Chemical Manufacturers Association providing guidance for chemical plant managers to assist them in taking the initiative in cooperating with local communities to develop integrated (community/industry) hazardous materials emergency plans. (FEMA, Definitions of Terms, 1990)

**Community Based Disaster Risk Management (CBDRM):** “Once a community has assessed the risks it faces and an action plan has been developed, disaster risk reduction measures need to be taken. These measures might include practical disaster mitigation measures, such as building dams or dykes, forming emergency response committees, developing community based early warning systems and practicing response and evacuation, advocating at the local or national government level for policy change in favour of preventive action, or even measures to reinforce the livelihoods of the poorest in the community, hence their resources for self-protection.” (ProVention Consortium, Community Risk Assessment Toolkit, International Federation of the Red Cross and Red Crescent Societies, May 2006)

**Community Hazards Emergency Response-Capability Assurance Process (CHER-CAP):** “The Community Hazards Emergency Response-Capability Assurance Process (CHER-CAP) is
offered by Regional Offices of the Department of Homeland Security's Federal Emergency Management Agency (FEMA) to assist local communities and tribal governments in obtaining a greater understanding of community hazard risks, identifying planning deficiencies, updating plans, training first responders, and stimulating and testing the system for strengths and needed improvements. CHER-CAP is offered as an additional tool for state and local governments to use as they develop and enhance preparedness and response capabilities that will address any hazards that communities will face throughout our Nation.” (FEMA, Community Hazards Emergency Response-Capability Assurance Process (CHER-CAP) Fact Sheet, May 8, 2007 update.

Community Preparedness: “Preparedness is everyone's job. Not just government agencies but all sectors of society -- service providers, businesses, civic and volunteer groups, industry associations and neighborhood associations, as well as every individual citizen -- should plan ahead for disaster. During the first few hours or days following a disaster, essential services may not be available. People must be ready to act on their own.” (FEMA, About FEMA: Community and Family Preparedness Program, April 5, 2006 update)

Community Preparedness and Participation: “There is a structure and a process for ongoing collaboration between government and nongovernmental organizations at all levels; volunteers and nongovernmental resources are incorporated in plans and exercises; the public is educated, trained, and aware; citizens participate in volunteer programs and provide surge capacity support; nongovernmental resources are managed effectively in disasters; and there is a process to evaluate progress.” (DHS, National Preparedness Guidelines, September 13, 2007, p. 6)

Community Rating System (CRS): “The National Flood Insurance Program's (NFIP) Community Rating System (CRS) is a voluntary incentive program that recognizes and encourages community floodplain management activities that exceed the minimum NFIP requirements. As a result, flood insurance premium rates are discounted to reflect the reduced flood risk resulting from the community actions meeting the three goals of the CRS: (1) reduce flood losses; (2) facilitate accurate insurance rating; and (3) promote the awareness of flood insurance. For CRS participating communities, flood insurance premium rates are discounted in increments of 5%; i.e., a Class 1 community would receive a 45% premium discount, while a Class 9 community would receive a 5% discount (a Class 10 is not participating in the CRS and receives no discount). The CRS classes for local communities are based on 18 creditable activities, organized under four categories: (i) Public Information, (ii) Mapping and Regulations, (iii) Flood Damage Reduction, and (iv) Flood Preparedness.” (FEMA, Community Rating System. Website: http://www.fema.gov/business/nfip/crs.shtm)

Community Risk Assessment: “Community Risk Assessment (CRA) uses participatory action research methods to place communities in the lead role for the assessment, active planning, design, implementation and evaluation of activities aimed at reducing the community’s risk to disaster. Whether they are rural, urban or semi-urban neighborhoods, it is crucial that communities exposed to hazards can contribute to the risk assessment and planning process. CRA focuses on identifying the most vulnerable groups in a community, and explores what local capacities can be used to enhance the resilience of the community members. The risks facing a community can include natural hazards, such as hurricanes, floods, earthquakes and droughts, as well as other threats such as environmental health risks, epidemics or conflict.” (ProVention
Complex Incidents: “Events where the victims have unusual medical needs or require medical care that is not readily available. These medical needs may be very difficult to adequately define or address without specialized expertise, even with only a few casualties.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-3)

Comprehensive (Core Principle of Emergency Management): “Comprehensive: emergency managers consider and take into account all hazards, all phases, all stakeholders and all impacts relevant to disasters.” (EM Roundtable, 2007, p. 4)

Comprehensive Emergency Management (CEM): An integrated approach to the management of emergency programs and activities for all four emergency phases (mitigation, preparedness, response, and recovery), for all types of emergencies and disasters and for all levels of government and the private sector.

Comprehensive Emergency Management (CEM): "Comprehensive Emergency Management means integrating all actors, in all phases of emergency activity, for all types of disasters." (NGA 1978, 111)

Comprehensive Emergency Management (CEM): "CEM refers to a state's responsibility and unique capability to manage all types of disasters by coordinating wide-ranging actions of numerous agencies. The 'comprehensive' aspect of CEM includes all four phases of disaster activity: mitigation, preparedness, response and recovery for all risks -- attack, man-made, and natural -- in a federal-state-local operating partnership." (NGA 1978, 203)


“CEM should be distinguished from comprehensive emergency preparedness, a term now generally in use, which emphasizes, in practice if not legislative intent, the preparedness and response phases of emergency management almost exclusively.” (NGA, CEM, 1979, p. 50)

“In keeping with the concept of a full federal-state-local partnership in the consolidation of all-risk emergency management, state and local governments should adopt consistent nomenclature, using the words emergency management.” (NGA, CEM, 1979, p. 53)


Comprehensive Resource Management (See “Resource Management”)

Concept of Operations (For an EOP): “The audience for the Basic Plan needs to picture the sequence and scope of the planned emergency response. The concept of operations section
explains the jurisdiction's overall approach to an emergency situation, i.e., what should happen, when, and at whose direction. Topics should include: division of local, State, Federal, and any intermediate interjurisdictional responsibilities; activation of the EOP; "action levels" and their implications…; general sequence of actions before, during, and after the emergency situation; who requests aid and under what conditions (the necessary forms being contained in tabs); and, for States, who appoints a State Coordinating Officer (SCO) and how the SCO and the State response organization will coordinate and work with Federal response personnel in accordance with the FRP… The concept of operations will touch on direction and control, alert and warning, or continuity of operations matters that may be dealt with more fully in annexes.” (FEMA. Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, 4-3)

Concept of Operations: “A verbal or graphic statement, in broad outline, of a commander’s assumptions or intent in regard to an operation or series of operations. The concept of operations frequently is embodied in campaign plans and operation plans; in the latter case, particularly when the plans cover a series of connected operations to be carried out simultaneously or in succession. The concept is designed to give an overall picture of the operation. It is included primarily for additional clarity of purpose. Also called commander’s concept. (Joint Pub 1-02)” (JCS, JOPES, 1995, p. GL-3)

Conflict Hazards: War, acts of terrorism, civil unrest, riots, and revolutions.

Congregate Care Management: “Manage conventional and nonconventional mass shelter facilities in support of State, tribal, 3 and local government and host States when traditional mass care systems are overwhelmed. Coordinate Federal resources and provide technical support to State, tribal, and local 7 governments for shelter-in-place activities. Nonconventional sheltering may include:

- Hotels, motels, and other single-room facilities.
- Temporary facilities such as tents, prefab module facilities, trains, and ships.
- Specialized shelters and functional and medical support shelters.

Support for other specialized congregate care areas that may include respite centers, rescue areas, and decontamination processing centers. (DHS, National Response Framework Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex (Comment Draft). September 10, 2007, p. 6)

CONOPS: Concept of Operations.

CONPLAN (NRF): Concept Plan. (DHS, NRF Comment Draft, September 10, 2007, p. 61)

Consequence: “The result of a terrorist attack or other hazard that reflects the level, duration, and nature of the loss resulting from the incident. For the purposes of the NIPP, consequences are divided into four main categories: public health and safety, economic, psychological, and governance.” (DHS, NIPP, 2006, p. 103)

Consequence: The outcome of an event or situation expressed qualitatively or quantitatively, being a loss, injury, disadvantage or gain. (Standards Australia/Standards New Zealand, 1995)

Consequence Management: “Per the National Strategy for Homeland Security, July 2002, the NRP will consolidate existing federal government emergency response plans into one genuinely all-discipline, all-hazard plan and thereby eliminate the “crisis management” and “consequence management” distinction. Traditionally, consequence management has been predominantly an emergency management function and included measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The requirements of consequence management and crisis management are combined in the NRP. See also crisis management.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 73 (Glossary)

Consequence Management (COM): Involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses, and individuals. (FEMA, Weapons of Mass Destruction-Nuclear Scenario, 1999)

Consequence Management: “Relative to terrorism incident operations, measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses and individuals affected by the consequences of terrorism.” (FEMA Disaster Dictionary 2001, 22; cites Federal Response Plan, “Terrorism Incident Annex.”)

Consequence Management: “Traditionally, consequence management has been predominantly an emergency management function and included measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The requirements of consequence management and crisis management are combined in the NRP.” (US Army TRADOC, 2007, p. 147)

Contingency Plan: “The portion of an IAP [Incident Action Plan] or other plan that identifies possible but unlikely events and the contingency resources needed to mitigate those events.” (USCG, IM Handbook, 2006, Glossary 25-5)

Contingency Planning: “Asking about all the ‘what if’s that might occur in the activities of an organization and the dangers faced in the external environment.” (Lerbinger 1997, 267)

Continuity Advisory Group (CAG): “The NCC [National Continuity Coordinator] will establish a Continuity Advisory Group (CAG) as a sub-PCC group focused on interagency implementation of continuity programs. It will be comprised of Continuity Coordinators, or their designees, from Category I, II, III, and IV (identified in NSPD-51/HSPD-20 Annex A and in Appendix B of this Plan) executive departments and agencies. Key State and local government representatives from the National Capital Region (NCR), and representatives from the legislative and judicial branches may be invited as appropriate. The CAG shall represent the interests of departments and agencies from Categories I-IV before the CPCC. The CAG will assist its member departments and agencies in implementing directives within its scope by performing the
following functions: Providing the forum to address issues ultimately requiring commitment of department and agency resources; Facilitating the exchange of information, including lessons learned, and a sensing of the member community’s views; Facilitating the overall coordination and decision process and the initial coordination among departments and agencies of plans and procedures for shared responsibilities; Identifying, prioritizing, and undertaking initiatives to explore options and make recommendations; and Assisting in resolving conflicts as required.” (HSC, NCPIP, August 2007, p. 22)

Continuity Capability: “The ability of an organization to continue performance of Essential Functions, utilizing Continuity of Operations and Continuity of Government programs and integrated, day-to-day operations with a primary goal of ensuring the preservation of our form of government under the Constitution and the continuing performance of National Essential Functions under all conditions. Built from the foundation of continuity planning and continuity program management, the key pillars of continuity capability are Leadership, Staff, Communications, and Facilities.” (HSC, National Continuity Policy Implementation Plan, August, 2007, p. 60)

Continuity Communications Architecture: “An integrated, comprehensive, interoperable information architecture, developed utilizing the OMB-sanctioned Federal Enterprise Architecture Framework, that describes the data, systems, applications, technical standards, and underlying infrastructure required to ensure that Federal executive branch departments and agencies can execute their Primary Mission Essential Functions and Mission Essential Functions in support of National Essential Functions and continuity requirements under all circumstances.” (HSC, National Continuity Policy Implementation Plan, August, 2007, p. 60)

Continuity Coordinators: “Representatives of the executive branch departments and agencies at the Assistant Secretary (or equivalent) level.” (HSC, National Continuity Policy Implementation Plan, August, 2007, p. 60)

Continuity of Government (COG): All measures that may be taken to ensure the continuity of essential functions of governments in the event of emergency conditions, including line-of-succession for key decision-makers.

Continuity of Government (COG): “Activities that address the continuance of constitutional governance. COG planning aims to preserve and/or reconstitute the institution of government and ensure that a department or agency’s constitutional, legislative, and/or administrative responsibilities are maintained. This is accomplished through succession of leadership, the predelegation of emergency authority, and active command and control during response and recovery operations.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 149)

Continuity of Government (COG): “The preservation, maintenance, or reconstitution of civil government’s ability to carryout the executive, legislative and judicial processes under the threat or occurrence of any emergency condition that could disrupt such process and services.” (Homeland Defense Journal 2004, 26)

Continuity of Government (COG): “‘Continuity of Government,’ or ‘COG’, means a coordinated effort within the Federal Government's executive branch to ensure that National
Essential Functions continue to be performed during a Catastrophic Emergency.” (White House, HSPD-20, 9 May 2007)

**Continuity of Government Readiness Conditions (COGCON):** “In order to provide a coordinated response to escalating threat levels or actual emergencies, the Continuity of Government Readiness Conditions (COGCON) system establishes executive branch continuity program readiness levels, focusing on possible threats to the National Capital Region. The President will determine and issue the COGCON Level. Executive departments and agencies shall comply with the requirements and assigned responsibilities under the COGCON program. During COOP activation, executive departments and agencies shall report their readiness status to the Secretary of Homeland Security or the Secretary's designee.” (White House, HSPD-20)

**Continuity of Operations (COOP):** “The ability to recover and provide services sufficient to meet the minimal needs of users of the system/agency. This ability to continue essential agency functions across a wide spectrum of emergencies will not necessarily limit COG functions.” (Homeland Defense Journal 2004, 26)

**Continuity of Operations (COOP):** “‘Continuity of Operations,’ or ‘COOP,’ means an effort within individual executive departments and agencies to ensure that Primary Mission-Essential Functions continue to be performed during a wide range of emergencies, including localized acts of nature, accidents, and technological or attack-related emergencies.” (White House, HSPD-20, May 9, 2007)

**Continuity of Operations and Continuity of Government (Public Sector):** “An ongoing process supported by senior management and funded to ensure that the necessary steps are taken to identify the impact of potential losses, maintain viable recovery strategies, recovery plans, and continuity of services.” (NFPA 1600, 2007, p.7 and 11)

**Continuity of Operations Plans (COOP):** “Planning should be instituted (including all levels of government) across the private sector and nongovernmental organizations (NGOs), as appropriate, to ensure the continued performance of core capabilities and/or critical government operations during any potential incident.” (FEMA, NIMS Draft, August 2007, p. 149)

**Continuity Planning:** “Specific areas to consider in continuity plans include the following:
(1) Succession: To ensure that the leadership will continue to function effectively under emergency conditions. When practical, there is a designation of at least three successors for each position. Provisions have been made to deal with vacancies and other contingencies such as absence or inability to act.
(2) Pre-delegation of emergency authorities: To ensure that sufficient enabling measures are in effect to continue operations under emergency conditions. Emergency authorities have been enacted that specify the essential duties to be performed by the leadership during the emergency period and that enable the leadership to act if other associated entities are disrupted, and to re-delegate with appropriate limitations.
(3) Emergency action steps: Actions that facilitate the ability of personnel to respond quickly and efficiently to disasters/emergencies. Checklists, action lists, and/or standard operating procedures (SOPs) have been written that identify emergency assignments, responsibilities, and emergency
duty locations. Procedures should also exist for alerting, notifying, locating, and recalling key members of the entity. The SOPs and notification procedures should be integrated.

(4) Primary and alternate emergency operations centers: A facility or capability from which direction and control is exercised in an emergency. This type of center or capability is designated to ensure that the capacity exists for the leadership to direct and control operations from a centralized facility or capability in the event of an emergency.

(5) Alternate operating or backup facilities: Provisions also exist for alternate site(s) for departments or agencies having emergency functions or continuing operations.

(6) Vital records: The measures that are taken by the entity to protect the entity’s vital records—for example, financial, data, personnel records, and engineering drawings—that the entity should have to continue functioning during emergency conditions and to protect the rights and interests of the entity. Procedures have been put in place to ensure the selection, preservation, and availability of records essential to the effective functioning of the entity under emergency conditions and to maintain the continuity of operations. Protection of records should comply with applicable laws [Health Insurance Portability and Accountability Act (HIPAA) or other privacy laws].

(7) Protection of resources, facilities, and personnel: The measures that are taken to deploy resources and personnel in a manner that will provide redundancy to ensure the entity can continue to function during emergency conditions. Plans and procedures are in place to ensure the protection of personnel, facilities, and resources so the entity can operate effectively. The entity should have the ability to allocate needed resources and restore functions during and after disasters/emergencies. Plans should address deployment procedures to relocate/replicate resources or facilities, increase protection of facilities, and inform and train personnel in protective measures. Preparedness should be increased based on the threat level.” (NFPA 1600, 2007, p. 17)

Continuity Policy Coordination Committee (CPCC): “A committee led by HSC established to comprehensively address national level continuity program coordination, integration, oversight, and management. This forum institutionalizes national security policy development, implementation, and oversight for continuity programs. The Committee serves in a continuity oversight and management role with membership at the Assistant Secretary level from the following organizations: the Office of the Vice President; the Homeland and National Security Councils; the White House Military Office; the Office of Management and Budget; the Office of Science and Technology Policy; the Departments of State, Treasury, Defense, Justice, and Homeland Security; the Director of National Intelligence; the Central Intelligence Agency; the Federal Bureau of Investigation; the United States Secret Service; the Federal Emergency Management Agency; and the Joint Chiefs of Staff. Other observers may be invited to attend.” (HSC, National Continuity Policy Implementation Plan, August, 2007, p. 61)

Continuity Program Management Cycle: “An ongoing, cyclical model of planning, training, evaluating, and implementing corrective actions for continuity capabilities.” (HSC, NCPIP, 61)

COOP: Continuity of Operations.

COOP Event: “Any event that causes an Agency or Department to relocate operations to an alternate site to assure continuance of its essential functions.” (FEMA, Federal Preparedness
Circular (FPC 65) – Subject: Federal Executive Branch Continuity of Operations (COOP), June 15, 2004

Coordinate (Incidence Management): “To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.” (FEMA, NIMS Draft, 2007, p. 149)

Coordinated (Core Principle of Emergency Management): “Coordinated: emergency managers synchronize the activities of all relevant stakeholders to achieve a common purpose.” (EM Roundtable, 2007, p. 4)

COP: Common Operating Picture.

Coping Capacity: “The means by which people or organizations use available resources and abilities to face adverse consequences that could lead to a disaster. In general, this involves managing resources, both in normal times as well as during crises or adverse conditions. The strengthening of coping capacities usually builds resilience to withstand the effects of natural and human-induced hazards.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

Corporation for National and Community Service: “The mission of the Corporation for National and Community Service is to improve lives, strengthen communities, and foster civic engagement through service and volunteering. As we pursue our goals, we are guided by the following principles:

- Put the needs of local communities first.
- Strengthen the public-private partnerships that underpin all of our programs.
- Use our programs to build stronger, more efficient, and more sustainable community networks capable of mobilizing volunteers to address local needs, including disaster preparedness and response.
- Measure and continually improve our programs' benefits to service beneficiaries, participants, community organizations, and our national culture of service.
- Build collaborations wherever possible across our programs and with other Federal programs.
- Help rural and economically distressed communities obtain access to public and private resources.
- Support diverse organizations, including faith-based and other community organizations, minority colleges, and disability organizations.
- Use service-learning principles to put volunteer and service activities into an appropriate context that stimulates life-long civic engagement.
- Support continued civic engagement, leadership, and public service careers for our programs' participants and community volunteers.
- Exhibit excellence in management and customer service.”

(Corporation for National and Community Service. Our Mission and Guiding Principles, 2007)

Corporation for National and Community Service: “Provides teams of trained National Service Participants (including AmeriCorps members, Learn and Serve America volunteers, and
Retired and Senior Volunteer Program volunteers) to carry out a wide range of response and recovery support activities emphasizing disadvantaged communities and special needs residents, including:

- Canvassing, needs assessment, and information distribution.
- Shelter and feeding support; and distribution of water, food, ice, and other emergency goods.
- Debris clearance, temporary roof repair, and elimination of identified health/safety hazards.
- Unaffiliated volunteer support and warehousing assistance.
- Registration and call center support.
- Case management assistance.” (DHS, National Response Framework Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex (Comment Draft), September 10, 2007, p. 15)

**Corrective Action Program:** “There are eight components in the Corrective Action Program…

1. Develop a problem statement that states the problem and identifies its impact
2. Review the past history of corrective action issues from previous evaluations and identify possible solutions to the problem
3. Select a corrective action strategy and prioritize the actions to be taken, as well as an associated schedule for completion
4. Provide authority and resources to the individual assigned to implementation so that the designated change can be accomplished
5. Identify the resources required to implement the strategy
6. Check on the progress of completing the corrective action
7. Forward problems that need to be resolved by higher authorities to the level of authority that can resolve the problem
8. Test the solution through exercising once the problem is solved.” (NFPA 1600, 2007, pp. 18-19)

**Corrective Action Program System:** “The Corrective Action Program (CAP) System is a web-based application that allows Federal, State, and local emergency response and homeland security officials to track and analyze Improvement Plans. The Department of Homeland Security is developing this system as part of a larger effort to systematically translate Homeland Security Exercise and Evaluation Program (HSEEP) outputs—including findings, areas for improvement, recommendations, lessons learned, and best practices—into meaningful inputs for homeland security plans, programs, and budgets.” (HSC, NCP/IP, 2007, p. 61)

**Corrective Actions:** “Implementing procedures that are based on lessons learned from actual incidents or from training and exercises.” (FEMA, NIMS Draft, August 2007, p. 149)

**Counter Measures:** “All measures taken to counter and reduce disaster risk. They most commonly refer to engineering (structural) measures but can also include non-structural measures and tools designed and employed to avoid or limit the adverse impact of natural hazards and related environmental and technological disasters.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

**Counterterrorism:** “…usually describes proactive measures, including targeting terrorist personnel and supporters” (as opposed to Antiterrorism). (Sauter & Carafano 2005, 261)
Counterterrorism Security Group (CSG). The CSG is an interagency body convened on a regular basis to develop terrorism prevention policy and to coordinate threat response and law enforcement investigations associated with terrorism. This staff-level group evaluates various policy issues of interagency import regarding counterterrorism and makes recommendations to Cabinet and agency deputies and principals for decision. As appropriate, the chair of the National Security Council and Cabinet principals will present such policy issues to the President for decision. The CSG has no role regarding operational management during an actual incident.” (DHS, NRF Comment Draft, September 2007, pp. 51-52)

CPCC: Continuity Policy Coordination Committee. (HSC, NCPIP, August 2007, p. 22)

CRA: Community Risk Assessment. (ProVention Consortium, 2006)

CRCL: Civil Rights and Liberties, DHS Office of.

Credentialing: “The credentialing process is an objective evaluation and documentation of a person’s current license or degree; training or experience; competence or certification; and the ability to meet nationally accepted minimum standards, to provide particular services and/or functions or perform particular procedures during an incident.” FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 39)

Credentialing: “Providing documentation that can authenticate and verify the certification and identity of designated incident managers and emergency responders.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p.149)

CRI: Cities Readiness Initiative (CDC).

Crisis: “…a decisive or critical moment or turning point when things can take a dramatic turn, normally for the worse…” (Allinson 1993, 93; based upon Webster’s New International Dictionary, Unabridged, 2nd ed.)

Crisis: Short period of extreme danger, acute emergency. (D&E Reference Center 1998)

Crisis: “Crises involve events and processes that carry severe threat, uncertainty, an unknown outcome, and urgency…Most crises have trigger points so critical as to leave historical marks on nations, groups, and individual lives. Crises are historical points of reference, distinguishing between the past and the present….Crises come in a variety of forms, such as terrorism (New York World Trade Center and Oklahoma bombings), natural disasters (Hurricanes Hugo and Andrew in Florida, the Holland and Bangladesh flood disasters), nuclear plant accidents (Three-Mile Island and Chernobyl), riots (Los Angeles riot and the Paris riot of 1968, or periodic prison riots), business crises, and organizational crises facing life-or-death situations in a time of rapid environmental change….Crises consist of a ‘short chain of events that destroy or drastically weaken’ a condition of equilibrium and the effectiveness of a system or regime within a period of days, weeks, or hours rather than years….Surprises characterize the dynamics of crisis situations…Some crises are processes of events leading to a level of criticality or degree of
intensity generally out of control. Crises often have past origins, and diagnosing their original sources can help to understand and manage a particular crisis or lead it to alternative state of condition” (Farazmand 2001, 3-4)

Crisis: “…an event and/or a situation which endangers the established system, the health, life, and property of its members….the term ‘crisis’ is treated as being separated from…other concepts based on the intensity and scope of influence. The terms disaster, hazard, accident, etc., refer to only one event and/or situation, while crisis includes the concepts of natural disasters, man-made/technological disasters, and social disasters.” (Kim and Lee 2001, 502)

Crisis: “Crises act as focusing events, demanding public attention to a policy failure or problem…A great war, a major depression, or an epidemic may set into motion a number of important changes in public policies.” (Nice and Grosse 2001, 55)

Crisis: “…a hard and complicated situation…or a turning point—a decisive crucial time/event, or a time of great danger or trouble with the possibilities of both good and bad outcomes” (Porfiriev 1995, 291-292).

Crisis: “A collective crisis can be conceptualized as having three interrelated features: (1) a threat of some kind, involving something that the group values; (2) when the occasion occurs it is relatively unexpected, being abrupt, at least in social time; and (3) the need to collectively react for otherwise the effects are seen as likely to be even more negative if nothing is done sooner or later...” (Quarantelli 1998, 257).

Crisis: “…a situation that, left unaddressed, will jeopardize the organization’s ability to do business.” (Ziaukas 2001, 246; citing other sources)

Crisis Action Planning: “Crisis action planning is a third key principle in our approach to incident management. This planning process takes existing contingency plans and procedures and rapidly adapts them to address the requirements of the current crisis or event of concern in a compressed timeframe.” (White House, National Strategy for Homeland Security, Oct 2007, 47)

Crisis Management: In the literature that exists so far, the term “crisis management” has been widely employed. But this terminology is ambiguous. “Crisis management” can be taken to refer either to managing a crisis after it has arisen—that is, intervening in a crisis situation—or managing in such a way that a crisis does not arise in the first place. The blanket term “crisis management” is thus a conceptual blanket that covers a multitude of sins. It is best to avoid the usage of such a label, since the inclusion of the word “management” in such a label implies that the process so labeled is envisioned as a solution to the problem of crises in general. This, however, is not really the case. At best, so-called crisis management addresses only crises that have already arisen and usually only when such crises have become either imminent or already actualized disasters. (Allinson 1993, 92)

Since “crisis management” is used in the literature to refer for the most part to either how one responds to an existent crisis or how one might anticipate crises and therefore be able to respond to them, crisis management most often connotes crisis intervention management whether after the
onset of the disaster or in anticipation of a disaster. In either of these two modes, it is nevertheless a “band-aid” approach since it either comes into effect after the wound or primarily addresses itself to having a band-aid ready to cover the wound immediately so that the wound does not bleed overly much. (Allinson 1993, 93)

Crisis Management: Coordination of actions during acute emergency. (D&E Reference Center 1998)

Crisis Management: “Per the National Strategy for Homeland Security, July 2002, the NRP will consolidate existing federal government emergency response plans into one genuinely all-discipline, all-hazard plan and thereby eliminate the “crisis management” and “consequence management” distinction. Traditionally, crisis management was predominantly a law enforcement function and included measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The requirements of consequence management and crisis management are combined in the NRP. See also consequence management.” (DHS, National Response Plan (Draft #1). Washington, DC: DHS, February 25, 2004, pp. 73-74 (Glossary)

Crisis Management: “Key to crisis management is an accurate and timely diagnosis of the criticality of the problems and the dynamics of events that ensue. This requires knowledge, skills, courageous leadership full of risk-taking ability; and vigilance. Successful crisis management also requires motivation, a sense of urgency, commitment, and creative thinking with a long-term strategic vision. In managing crises, established organizational norms, culture, rules and procedures become major obstacles: administrators and bureaucrats tend to protect themselves by playing a bureaucratic game and hiding behind organizational and legal shelters. A sense of urgency gives way to inertia and organizational sheltering and self-protection by managers and staff alike….Successful crisis management requires: (1) sensing the urgency of the matter; (2) thinking creatively and strategically to solving the crisis; (3) taking bold actions and acting courageously and sincerely; (4) breaking away from the self-protective organizational culture by taking risks and actions that may produce optimum solutions in which there would be no significant losers; and (5) maintaining a continuous presence in the rapidly changing situation with unfolding dramatic events. (Farazmand 2001, 4)

Crisis Management (CRM): Involves measures to resolve the hostile situation, investigate, and prepare a criminal case for prosecution under federal law. (FEMA, WMD IG, 1998)

Crisis Management: “Measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism.” (FEMA Disaster Dictionary, 2001, 26; citing FEMA FRP, “Terrorism Incident Annex”)

Crisis Management: “Traditionally, crisis management was predominantly a law enforcement function and included measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The requirements of consequence management and crisis management are combined in the NRP.” (US Army TRADOC, 2007, p. 147)
Critical Infrastructure: “Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacity or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, public health or safety, or any combination of those matters.” (DHS, NIPP, 2006, p. 103)

Critical Infrastructure: “Critical infrastructures include those assets, systems, networks and functions – physical or virtual – so vital to the United States that their incapacitation or destruction would have a debilitating impact on security, national economic security, public health or safety or any combination of those matters. Key resources are publicly or privately controlled resources essential to minimal operation of the economy and the government.” (DHS, National Response Framework (Comment Draft), September 10, 2007, p. 15)

Critical Infrastructure:

- Information Technology
- Telecommunications
- Chemicals
- Transportation Systems
- Emergency Services
- Postal and Shipping
- Agriculture and Food
- Public Health
- Water and Waste Water
- Energy
- Banking and Finance
- National Monuments and Icons
- Defense Industrial Base (White House, HSPD 7, 2003)

Critical Infrastructure: “Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would be a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.” (Patriot Act, Sec. 1016(e))

Critical Infrastructure: “Critical infrastructure includes systems, facilities, and assets so vital that if destroyed or incapacitated would disrupt the security, economy, health, safety, or welfare of the public. Critical infrastructure may cross political boundaries and may be built (such as structures, energy, water, transportation, and communications systems); natural (such as surface or groundwater resources); or virtual (such as cyber, electronic data, and information systems).”

“Criticality is often in the eyes of the beholder and is dependent upon a given situation. The large and diverse number of critical assets within a region, constrained state and local resources, and our need to gain better understanding of infrastructure interdependencies require the development of criteria for and a risk-based approach to identifying critical assets.” (TISP, 2006, pp. 3-4)

Critical Infrastructure and Key Resources Sectors:
Agriculture and Food
Banking and Finance
Chemical
Commercial Facilities
Commercial Nuclear Reactors, Materials and Waste
Communications
Dams
Defense Industrial Base
Drinking Water and Water Treatment Systems
Emergency Services
Energy
Government Facilities
Information Technology
National Monuments and Icons
Postal and Shipping
Public Health and Healthcare

**Critical Infrastructure Government Coordinating Councils:** “The Critical Infrastructure Government Coordinating Councils will serve as government coordination mechanisms and will be comprised of representatives from DHS, sector-specific agencies, appropriate supporting Federal departments and agencies, and state and local government representatives, as appropriate. These councils will work with and support their counterpart Critical Infrastructure Sector Coordinating Council to plan, implement, and execute sector-wide security, planning, and information sharing.” (DHS, *ODP Information Bulletin*, No. 172, June 01, 2005)

**Critical Infrastructure Information:** “The term ‘critical infrastructure information’ means information not customarily in the public domain and related to the security of critical infrastructure or protected systems—

(A) actual, potential, or threatened interference with, attack on, compromise of, or incapacitation of critical infrastructure or protected systems by either physical or computer-based attack or other similar conduct (including the misuse of or unauthorized access to all types of communications and data transmission systems) that violates Federal, State, or local law, harms interstate commerce of the United States, or threatens public health or safety;

(B) the ability of any critical infrastructure or protected system to resist such interference, compromise, or incapacitation, including any planned or past assessment, projection, or estimate of the vulnerability of critical infrastructure or a protected system, including security testing, risk evaluation thereto, risk management planning, or risk audit; or

(C) any planned or past operational problem or solution regarding critical infrastructure or protected systems, including repair, recovery, reconstruction, insurance, or continuity, to the extent it is related to such interference, compromise, or incapacitation.” (*Critical Infrastructure Information Act of 2002*)

**Critical Infrastructure/Key Resources (CI/KR):** “Critical infrastructure includes those assets, systems, networks and functions—physical or virtual—so vital to the United States that their
incapacitation or destruction would have a debilitating impact on security, national economic security, public health or safety or any combination of those matters. Key resources are publicly or privately controlled resources essential to minimal operation of the economy and the government.” (DHS, Private Sector and Nongovernmental Organizations Response Partner Guide (Draft), Sep.10, 2007, p. 2)

**Critical Infrastructure Partnership Advisory Council:** “CIPAC is a partnership between government and private sector CI/KF [critical infrastructure and key resources] owners and operators that facilitates effective coordination of Federal CI/KR protection programs…DHS published a Federal Register Notice on March 24, 2006, announcing the establishment of CIPAC as a Federal Advisory Committee Act (FACA) exempt body pursuant to section 871 of the Homeland Security Act…” (DHS, NIPP, 2006, p. 27)

**Critical Infrastructure Protection Program:** “The term ‘critical infrastructure protection program’ means any component or bureau of a covered Federal agency that has been designated by the President or any agency head to receive critical infrastructure information.” (Critical Infrastructure Information Act of 2002)

**Critical Infrastructure Sector Coordinating Councils:** “The Critical Infrastructure Sector Coordinating Councils will act as private sector coordination mechanisms and will be comprised of private sector infrastructure owners and operators, and supporting associations, as appropriate. These councils will bring together sector-specific infrastructure protection activities and issues and will provide a primary point of entry for government to partner with the sector.” (DHS, ODP Info. Bulletin, No.172, 1 June 2005)

**Critical Infrastructures:** “Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.” (USCG, IM Handbook, 2006, Glossary 25-6)

**CRS:** Community Rating System, National Flood Insurance Program.

**CRS:** Congressional Research Service.

**CSEPP:** Chemical Stockpile Emergency Preparedness Program.

**CSG:** Counterterrorism Security Group.

**CSIA IWG:** Cyber Security and Information Assurance Interagency Working Group. (DHS, NIPP 2006, p. 101)

**CSIRT:** Computer Security Incident Response Teams. (DHS, NIPP 2006, p. 101)

**CT:** Counterterrorism.
**Cultural Competence:** “A set of values, behaviors, attitudes, and practices that enables an organization or individual to work effectively across cultures; the ability to honor and respect the beliefs, language, interpersonal styles, and behaviors of individuals and families receiving services as well as of staff who are providing such services.” (HHS, 2003, p. 60)

**Culture of Preparedness:** “Those who have had the most exposure to disasters tend to be the most prepared, but they are in the minority. We can create a broader culture of preparedness with relatively simple, low-cost measures like involving the public in the planning process, empowering them with information, and providing tools. In higher risk areas, we can involve the public more directly by assigning specific roles for disaster response and offering opportunities to interact with first responders and care providers during drills and emergencies.” (PricewaterhouseCoopers, 2007, p. 4)

**Culture of Preparedness:** “Foresman [George W. Foresman, DHS Under Secretary, Preparedness Directorate] told the symposium audience that, previously, the nation has viewed preparedness in the context of the last crisis event. In the new culture of preparedness, ‘we need to look forward, not back.’ … The culture of preparedness, he said, includes continuing a national dialog to make sure the public knows its responsibility: to begin individually.” (USNORTHCOM, “DHS Official Promotes New ‘Culture of Preparedness’.” October 4, 2006)

**Culture of Preparedness:** “Creating a Culture of Preparedness: The second element of our continuing transformation for homeland security perhaps will be the most profound and enduring—the creation of a Culture of Preparedness. A new preparedness culture must emphasize that the entire Nation—Federal, State, and local governments; the private sector; communities; and individual citizens—shares common goals and responsibilities for homeland security. In other words, our homeland security is built upon a foundation of partnerships. And these partnerships must include shared understanding of at least four concepts:

- The certainty of future catastrophes;
- The importance of initiative;
- The roles of citizens and other homeland security stakeholders in preparedness; and
- The roles of each level of government and the private sector in creating a prepared Nation.” (White House. The Federal Response to Hurricane Katrina – Lessons Learned, Chapter 6 “Transforming National Preparedness,” February 2006.)

**Culture of Preparedness:** “This Culture rests on four principles.

- The first principle of our Culture of Preparedness is a shared acknowledgement that creating a prepared Nation will be an enduring challenge….

- The second principle is the importance of individual and collective initiative to counter fundamental biases toward reactive responses and approaches….

- The third principle is that individual citizens, communities, the private sector, and non-profit organizations each perform a central role in homeland security….
The fourth principle of our Culture of Preparedness is the responsibility of each level of government in fostering a prepared Nation.” (White House, National Strategy for Homeland Security, Homeland Security Council, October 2007, pp. 41-42)

Culture of Preparedness: “In order for citizens to play an optimum role in responding to a mass casualty event, it is important to develop a “culture of preparedness”. Spreading basic knowledge such as who to inform when an incident occurs can speed up responses and result in lives being saved. Similarly, increasing basic search and rescue and first aid skills can avoid the onset of complications for those injured in a mass casualty incident. In addition to knowledge, attitudes need to be changed. The passive expectation that responding to emergencies is someone else’s responsibility (typically someone in authority) can be changed to an active willingness to get involved in the activities necessary to a planned response. While efforts to inculcate such a culture can be sponsored (i.e. funded and conceived) at national level, programming is likely to be most effective if delivered by local government authorities and based in a planning process. Such activities may include:
- preparedness training to teach communities how to survive without outside help for a given period (48 or 72 hours)
- Basic search and rescue and first aid training for community members and for emergency services staff (publications such as Capacity Building for Search & Rescue in Local Communities (Jeannet 1999) and International harmonization of First Aid: First recommendations on life-saving techniques (IFRC 2004) provide useful advice on this)
- presentations at public gatherings such as clubs, religious centres (e.g. those connected with churches, mosques and temples), and community service organizations
- Advertising or public information through the press and electronic media, or using posters, leaflets and public displays in markets and shopping areas. The education system has an important role to play in preparedness. Schools can incorporate some elements of the community’s emergency preparedness plans in curricula for children and teen-agers, in order to increase the awareness of what to do during a mass casualty incident.” (World Health Organization, Mass Casualty Management Systems, April 2007, p. 23)

CUSEC: Central United States Earthquake Consortium.

Cyber Security: “The prevention of damage to, unauthorized use of, or exploitation of, and, if needed, the restoration of electronic information and communications systems and the information contained therein to ensure confidentiality, integrity, and availability. Includes protection and restoration, when needed, of information networks and wireline, wireless, satellite, public safety answering points, and 911 communications systems and control systems.” (DHS, NIPP, 2006, 103)

Cyber-Terrorism: “(FBI): A criminal act perpetrated by the use of computers and telecommunications capabilities, resulting in violence, destruction and/or disruption of services to create fear by causing confusion and uncertainty within a given population, with the goal of influencing a government or population to conform to a particular political, social, or ideological agenda.” (US Army TRADOC, 2007, p. 148)

DAE: Disaster Assistance Employee (FEMA).
**Damage Assessment:** The process utilized to determine the magnitude of damage and the unmet needs of individuals, businesses, the public sector, and the community caused by a disaster or emergency event.

*Damage Assessment:* “The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster.” (FEMA, *Guide For All-Hazard Emer. Ops Planning* (SLG 101), 1996, GLO-1)

*Damage Assessment:* “An appraisal or determination of the effects of the disaster on human, physical, economic, and natural resources.” (NFPA 1600, 2007, p. 7)

**Damage Classification:** Evaluation and recording of damage to structures, facilities, or objects according to three (or more) categories:

1. “Severe Damage” - which precludes further use of the structure, facility, or object for its intended purpose.
2. “Moderate Damage” - or the degree of damage to principal members, which precludes effective use of the structure, facility, or object for its intended purpose, unless major repairs are made short of complete reconstruction.
3. “Light Damage” - such as broken windows, slight damage to roofing and siding, interior partitions blown down, and cracked walls; the damage is not severe enough to preclude use of the installation for the purpose for which it was intended. (UN 1992, 19)

**DCIP:** Defense Critical Infrastructure Program.

**DCO:** Defense Coordinating Officer.

**DCPA:** Defense Civil Preparedness Agency.

**Declaration:** The formal action by the President to make a State eligible for major disaster or emergency assistance under the Robert T. Stafford Relief and Emergency Assistance Act, Public Law 93-288, as amended. (FEMA, *Disaster Basics* (IS-292), 2007 update, p. A-2 (Glossary))

**Defense Against Weapons of Mass Destruction Act:** “The Defense Against Weapons of Mass Destruction (WMD) Act, 50 U.S.C. 2301 et seq, is intended to enhance the capability of the Federal government to prevent and respond to terrorist incidents involving WMD. Congress has directed that DOD provide certain expert advice to Federal, State, and local agencies with regard to WMD, to include domestic terrorism rapid response teams, training in emergency response to the use or threat of use of WMD and a program of testing and improving the response of civil agencies to biological and chemical emergencies.” (DHS, *National Response Plan* (Draft #1), Feb. 25, 2004, p. 70.)
Defense Critical Infrastructure Program (DCIP): “…the mission of the DCIP is to identify, prioritize, and coordinate protection of critical assets that affect the warfighting capability of the U.S. armed forces and, ultimately, our national defense and economic security; to establish adaptive plans and procedures to mitigate risk and restore capability in the event of an asset’s loss or degradation; to support Defense critical infrastructure crisis and consequence management; and to protect critical infrastructure information.” (DCIP, 2004)

Defense Coordinating Officer (DCO): “DOD has appointed 10 DCOs and assigned one to each FEMA region. If requested and approved, the DCO serves as DOD’s single point of contact at the JFO. With few exceptions, requests for Defense Support of Civil Authorities originating at the JFO are coordinated with and processed through the DCO. The DCO may have a Defense Coordinating Element consisting of a staff and military liaison officers to facilitate coordination and support to activated ESFs. Specific responsibilities of the DCO (subject to modification based on the situation) include processing requirements for military support, forwarding mission assignments to the appropriate military organizations through DOD-designated channels and assigning military liaisons, as appropriate, to activated ESFs.” (DHS, National Response Framework (Comment Draft), September 10, 2007, p. 66)

Defense Emergency Response Fund: Established by Public Law 101-165 (1989). That law provides that, “The Fund shall be available for providing reimbursement to currently applicable appropriations of the Department of Defense for supplies and services provided in anticipation of requests from other Federal departments and agencies and from State and local governments for assistance on a reimbursable basis to respond to natural or manmade disasters. The Fund may be used upon a determination by the Secretary of Defense that immediate action is necessary before a formal request for assistance on a reimbursable basis is received.” The Fund is applicable to military support to civil authorities (MSCA) under DoD Directive 3025.1 and to foreign disaster assistance under DoD Directive 5100.46. (32 CFR 185)

Defense Production Act of 1950 (DPA): “The Defense Production Act of 1950 (DPA) as amended by P.L. 102-558, 106 Stat. 4201, 50 U.S.C. App. 2062, is the primary authority to ensure the timely availability of resources for national defense and civil emergency preparedness and response. Among other things, the DPA authorizes the President to demand that companies accept and give priority to government contracts “which he deems necessary or appropriate to promote the national defense.” The DPA defines “national defense” to include activities authorized by the emergency preparedness sections of the Stafford Act. Consequently, DPA authorities are available for activities and measures undertaken in preparation for, during, or following a natural disaster or accidental or man-caused event. The Department of Commerce has redelegated DPA authority under Executive Order 12919, National Defense Industrial Resource Preparedness, June 7, 1994, as amended, to the Secretary of Homeland Security to place, and upon application, to authorize State and local governments to place, priority rated contracts in support of Federal, State, and local emergency preparedness activities.” (DHS, National Response Plan (Draft #1), February 25, 2004, pp. 68-69)

Defense Support of Civil Authorities (DSCA): “Defense support of civil authorities, often referred to as civil support, is DoD support, including Federal military forces, the Department’s career civilian and contractor personnel, and DoD agency and component assets, for domestic
emergencies and for designated law enforcement and other activities. The Department of Defense provides defense support of civil authorities when directed to do so by the President or Secretary of Defense.” (DOD, Strategy for Homeland Defense and Civil Support, June 2005, pp. 5-6)

**Defense Support of Civil Authorities (DSCA) -- Immediate Response:** “Imminently serious conditions resulting from any civil emergency may require immediate action to save lives, prevent human suffering or mitigate property damage. When such conditions exist, and time does not permit approval from higher headquarters, local military commanders and responsible officials from DOD components and agencies are authorized to take necessary action to respond to requests from civil authorities. This response must be consistent with the Posse Comitatus Act (18 U.S.C. § 1385), which generally prohibits Federal military personnel (and units of the National Guard under Federal authority) from acting in a law enforcement capacity (e.g., search, seizures, arrests) within the United States, except where expressly authorized by the Constitution or Congress.” (DHS, Overview: ESF...Support Annexes...In Support of the NF, Sep 2007, p. 6)

**Delegation of Authority:** “Identification, by position, of the authorities for making policy determinations and decisions at headquarters, field levels, and all other organizational locations. Generally, pre-determined delegations of authority will take effect when normal channels of direction are disrupted and terminate when these channels have resumed.” (HSC, NCPIP, 61)

**Department of Homeland Security:** “Legislation to create the largest reorganization of the federal government in 50 years was signed into law on November 25, 2002. Three months later, on March 1, 2003, the majority of the 22 agencies and 180,000 employees were officially merged to form the U.S. Department of Homeland Security.” (DHS, Fact Sheet: Leadership and Management Strategies for Homeland Security Merger, February 11, 2004)


**Department of Homeland Security, Guiding Principles:** “The philosophy that informs and shapes decision making and provides normative criteria that governs the actions of policy makers and employees in performing their work.

- *Protect Civil Rights and Civil Liberties.* We will defend America while protecting the freedoms that define America. Our strategies and actions will be consistent with the individual rights and liberties enshrined by our Constitution and the Rule of Law. While we seek to improve the way we collect and share information about terrorists, we will
nevertheless be vigilant in respecting the confidentiality and protecting the privacy of our citizens. We are committed to securing our nation while protecting civil rights and civil liberties.

- **Integrate Our Actions.** We will blend 22 previously disparate agencies, each with its employees, mission and culture, into a single, unified Department whose mission is to secure the homeland. The Department of Homeland Security will be a cohesive, capable and service-oriented organization whose cross-cutting functions will be optimized so that we may protect our nation against threats and effectively respond to disasters.

- **Build Coalitions and Partnerships.** Building new bridges to one another are as important as building new barriers against terrorism. We will collaborate and coordinate across traditional boundaries, both horizontally (between agencies) and vertically (among different levels of government). We will engage partners and stakeholders from federal, state, local, tribal and international governments, as well as the private sector and academia. We will work together to identify needs, provide service, share information and promote best practices. We will foster inter-connected systems, rooted in the precepts of federalism that reinforce rather than duplicate individual efforts. Homeland security is a national effort, not solely a federal one.

- **Develop Human Capital.** Our most valuable asset is not new equipment or technology, but rather our dedicated and patriotic employees. Their contributions will be recognized and valued by this Department. We will hire, train and place the very best people in jobs to which they are best suited. We are committed to personal and professional growth and will create new opportunities to train and to learn. We will create a model human resources management system that supports equally the mission of the Department and the people charged with achieving it.

- **Innovate.** We will introduce and apply new concepts and creative approaches that will help us meet the challenges of the present and anticipate the needs of the future. We will support innovation and agility within the public and private sector, both by providing resources and removing red tape so that new solutions reach the Department and the marketplace as soon as possible. We will harness our nation’s best minds in science, medicine and technology to develop applications for homeland security. Above all, we will look for ways to constantly improve—we will recognize complacency as an enemy.

- **Be Accountable.** We will seek measurable progress as we identify vulnerabilities, detect evolving threats to the American homeland and prioritize our homeland security resources. We will assess our work, evaluate the results and incorporate lessons learned to enhance our performance. We will reward excellence and fix what we find to be broken. We will communicate our progress to the American people, operating as transparently as possible and routinely measuring the success of our progress. (DHS, *Securing Our Homeland: U.S. Department of Homeland Security Strategic Plan 2004*. February 24, 2004, p. 5)

**Department of Homeland Security, Mission:** “We will lead the unified national effort to secure America. We will prevent and deter terrorist attacks and protect against and respond to threats and hazards to the nation. We will ensure safe and secure borders, welcome lawful immigrants and visitors, and promote the free-flow of commerce.” (DHS, *Strategic Plan, 2004*)

**Department of Homeland Security, Primary Mission:** “The primary mission of the Department is to:

(A) prevent terrorist attacks within the United States;
reduce the vulnerability of the United States to terrorism; and
(C) minimize the damage, and assist in the recovery, from terrorist attacks that do occur

Department of Homeland Security, Primary Missions: “The primary missions of the
Department are to:

• Prevent terrorist attacks within the United States;
• Reduce the vulnerability of the United States to terrorism;
• Minimize the damage, and assist in the recovery, from terrorist attacks that do occur within the
United States;
• Carry out all functions of entities transferred to the Department, including by acting as a focal
point regarding natural and manmade crises and emergency planning;
• Ensure that the functions of the agencies and subdivisions within the Department that are not
related directly to securing the homeland are not diminished or neglected except by specific
explicit Act of Congress;
• Ensure that the overall economic security of the United States is not diminished by efforts,
activities, and programs aimed at securing the homeland;
• Ensure that the civil rights and civil liberties of persons are not diminished by efforts, activities,
and programs aimed at securing the homeland; and
• Monitor connections between illegal drug trafficking and terrorism, coordinate efforts to sever
such connections, and otherwise contribute to the efforts to interdict illegal drug trafficking.”
(DHS, National Response Framework List of Authorities and References (Draft), Sep. 2007, p.1)

Department of Homeland Security, Primary Responsibilities: As “described in this Act, the
Department’s primary responsibilities shall include:

(A) information analysis and infrastructure protection;
(B) chemical, biological, radiological, nuclear, and related countermeasures;
(C) border and transportation security;
(D) emergency preparedness and response; and
(E) coordination (including the provision of training and equipment) with other executive
agencies, with State and local government personnel, agencies, and authorities, with the private
sector, and with other entities.” (Homeland Security Act, 2002, Title 1,Sec. 101, p. 5)

Department of Homeland Security, Strategic Goals:

• “Awareness -- Identify and understand threats, assess vulnerabilities, determine potential
impacts and disseminate timely information to our homeland security partners and the
American public.
• **Prevention** — Detect, deter and mitigate threats to our homeland.

• **Protection** — Safeguard our people and their freedoms, critical infrastructure, property and the economy of our Nation from acts of terrorism, natural disasters, or other emergencies.

• **Response** — Lead, manage and coordinate the national response to acts of terrorism, natural disasters, or other emergencies.

• **Recovery** — Lead national, state, local and private sector efforts to restore services and rebuild communities after acts of terrorism, natural disasters, or other emergencies.

• **Service** — Serve the public effectively by facilitating lawful trade, travel and immigration.

• **Organizational Excellence** — Value our most important resource, our people. Create a culture that promotes a common identity, innovation, mutual respect, accountability and teamwork to achieve efficiencies, effectiveness, and operational synergies.”  

(DHS, Strategic Plan, 2004)

**Department of Homeland Security, Strategic Plan:** “In January 2003, the Department of Homeland Security became the Nation’s 15th and newest Cabinet department, consolidating 22 previously disparate agencies under one unified organization. One year ago, no single federal department had homeland security as its primary objective. Now it is our mission. We are integrating our resources to meet a common goal. Our most important job is to protect the American people and our way of life from terrorism. We have a single, clear line of authority to get the job done. While we can never eliminate the potential for attack, particularly in a society that’s as open, as diverse, and as large as ours, we will significantly reduce the Nation’s vulnerability to terrorism and terrorist attack over time. Through partnerships with state, local and tribal governments and the private sector, we are working to ensure the highest level of protection and preparedness for the country and the citizens we serve.

This plan outlines our approach to implement the National Strategy to secure the United States from terrorist threats and attacks, and prepare our country by building up capacity to respond if either occurs. It provides the frame of reference in which we will set priorities and focus our operations. We, in the Department of Homeland Security, are working to protect our fellow citizens and our very way of life by securing our borders, our airports, our waterways and our critical infrastructure. We are increasing our nation’s ability to respond to emergencies. We are protecting the rights of American citizens and enhancing public services. We understand our mission. The task before us is difficult, but not impossible. We undertake the challenges before us with the understanding that Americans do not live in fear. We live in freedom, and we will never let that freedom go.”  

(DHS, Securing Our Homeland: Strategic Plan 2004, 24Feb2004, 2)

**Department of Homeland Security, Vision:** “Preserving our freedoms, protecting America ... we secure our homeland.”  

(DHS, Strategic Plan, March 8, 2007 update)

**Devolution of Authority:** “The passing of an unexercised right, devolution of authority is an essential planning requirement for departments and agencies manifested as a formal list
of personnel who are pre-delegated the authority and responsibility to assume leadership of organizational elements within a department or agency with the approval of the department or agency head.” (HSC, National Continuity Policy Implementation Plan, August 2007, p. 61)

**DFO:** Disaster Field Office.


**Direction and Control:** “Direction and control is a critical emergency management function. During the applicable phases (pre-, trans-, and post-) of the emergency response effort, it allows the jurisdiction to: Analyze the emergency situation and decide how to respond quickly, appropriately, and effectively; Direct and coordinate the efforts of the jurisdiction's various response forces; Coordinate with the response efforts of other jurisdictions; Use available resources efficiently and effectively.” (FEMA, Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, p. 5-A-1)

**Director of Operations Coordination (DHS):** “The DHS Director of Operations Coordination is the Secretary’s principal advisor for the overall departmental level of integration of incident management operations. Run by the Director, the DHS National Operations Center is intended to provide a one-stop information source for incident information sharing with the White House and other Federal departments and agencies at the headquarters level.” (DHS, National Response Framework (Comment Draft), September 10, 2007, p. 52)

**Dirty Bomb:** “A type of radiological dispersal device (RDD) that combines a conventional explosive with radioactive material.” (HSC, NCPIP, August 2007, p. 61)

**Disaster:** An event that requires resources beyond the capability of a community and requires a multiple agency response.

**Disaster:** The result of a hazard impacting a community.

**Disaster:** “For insurance purposes a disaster is defined internationally as an event that causes at least US $5 million in reimbursable losses.” (Alexander, no date, 4)

**Disaster:** “The distinction between natural hazards or disasters and their manmade (or technological) counterparts is often difficult to sustain...we are dealing with a physical event which makes an impact on human beings and their environment...a natural disaster can be defined as some rapid, instantaneous or profound impact of the natural environment upon the socio-economic system” (Alexander 1993, 4).

**Disaster:** “The label ‘disaster’ rather than ‘accident’ carries with it not only the implication that...an event...was of extraordinary misfortune...but also the implication that it could (unlike most accidents) have been prevented...disasters are events which fall within our scope of concern to prevent and in principle are events which may be prevented, and that we have a consequent obligation to attempt to prevent them” (Allinson 1993, 168-169).
Disaster: “...Allen Barton characterized disaster as a type of collective stress situation in which ‘many members of a social system fail to receive expected conditions of life from the system’ (1969: 38). For Barton, what distinguishes disasters from other types of collective stress, such as war, is that the sources of disasters are external rather than internal.” (Tierney, Lindell and Perry 2001, 9)

Disaster: “Disasters are fundamentally social phenomena; they involve the intersection of the physical processes of a hazard agent with the local characteristics of everyday life in a place and larger social and economic forces that structure that realm” (Bolin with Stanford 1998, 27).

“Disasters are easily characterized as unfortunate things that happen from time to time to people and their cities. What is missing in this view is any understanding of the ways that political and economic forces create conditions that result in an earthquake having disastrous impacts for some people and communities…

“The disruptions of a disaster can unmask social inequalities and the injustices that accompany them…Too often…disasters become the basis for rebuilding social inequalities and perhaps deepening them, thus setting the stage for the next disaster” (Bolin with Stanford 1998, 2).

“Disasters, from a vulnerability perspective, are understood as bound up in the specific histories and socio-cultural practices of the affected people taken in the context of their political and economic systems” (Bolin with Stanford 1998, 8).

“The value of a vulnerability approach [to the study of hazards and disasters] lies in its openness to cultural specificity, social variability, diversity, contingency, and local agency” (Bolin with Stanford 1998, 20).

“A vulnerability approach [to hazards and disasters] directs attention back to people and the common everyday aspects of their lives that make them more or less likely to be caught up in a disaster” (Bolin with Stanford 1998, 20).

“It is the local struggles and strategies that can provide lessons for dealing with disaster across a range of societal contexts….Too often disaster research proceeds with the ‘view from above’” (Bolin with Stanford 1998, 20).

“Disasters and other environmental problems are too often treated, not as symptoms of more basic political and economic processes, but rather as accidents whose effects can be remedied by sufficient application of technical skill and knowledge” (Bolin with Stanford 1998, 231).

Disaster: “A disaster is...an event associated with the impact of a natural hazard, which leads to increased mortality, illness and/or injury, and destroys or disrupts livelihoods, affecting the people or an area such that they (and/or outsiders) perceive it as being exceptional and requiring external assistance for recovery” (Cannon 1994, 29, fn.2).
“Many people now accept that human activity itself has created the conditions for disaster events. This is partly because of growing awareness that through negligence or inappropriate response, the workings of social systems have made a disaster out of a situation which otherwise might not have been so serious. There has also been a growth in understanding that it is hazards that are natural, but that for a hazard to become a disaster it has to affect vulnerable people” (Cannon 1994, 16).

Disaster: “Not every windstorm, earth-tremor, or rush of water is a catastrophe. A catastrophe is known by its works; that is to say, by the occurrence of disaster. So long as the ship rides out the storm, so long as the city resists the earth-shocks, so long as the levees hold, there is no disaster. It is the collapse of the cultural protections that constitutes the disaster proper” (Carr 1932, 211).

“Carr’s conclusion signifies that disasters are the result of human activities, not of natural or supranatural forces. Disasters are simply the collapse of cultural protections; thus, they are principally man-made. Deductively, mankind is responsible for the consequences of his actions as well as of his omissions” (Dombrowsky 1998, 24-25).

Disaster: “A disaster is an emergency considered severe enough by local government to warrant the response and dedication of resources beyond the normal scope of a single jurisdiction or branch of local government.” (Carroll 2001, 467)

Disaster: “An event, natural or man-made, sudden or progressive, which impacts with such severity that the affected community has to respond by taking exceptional measures.” (Carter 1991)

Disaster: “…a disaster is a singular event that results in widespread losses to people, infrastructure, or the environment. Disasters originate from many sources, just as hazards do (natural systems, social systems, technology failures). (Cutter 2001, 3)

Disaster: Calamity beyond the coping capacity of the effected population, triggered by natural or technological hazards or by human action. (D&E Reference Center 1998)

Disaster: “Disasters do not cause effects. The effects are what we call a disaster” (Dombrowsky 1998, 21).

Disaster: “An event in which a community undergoes severe danger and incurs, or is threatened to incur, such losses to persons and/or property that the resources available within the community are exceeded. In disasters, resources from beyond the local jurisdiction, that is State or Federal level, are required to meet the disaster demands.” (Drabek 1996, 2-4)

Disaster: “I argue that disaster is a social, rather than a ‘natural,’ happening. Thus, any effort at disaster reduction involves planning and action by various social units.” (Dynes 1993, 175) And, “…disasters are qualitatively as well as quantitatively different from accidents and everyday emergencies.” (pp. 178-179)
**Disaster:** “A disaster is a normatively defined occasion in a community when extraordinary efforts are taken to protect and benefit some social resource whose existence is perceived as threatened” (Dynes 1998, 113).

**Disaster:** Differentiating a disaster from an accident “is the extensiveness of the involvement of organizations and other segments within the community…In a community disaster, the pattern of damage may extend to several different places in the community rather than being focalized as it is within a community accident. Also, a number of community structures, perhaps including those that might house the traditional emergency organizations, might be damaged or destroyed….The increased involvement of other nonemergency organizations then creates the need for coordination of activity and for new patterns of communication among parts of the community that previously had no reason to communicate” (Dynes 1998, 119).

**Disaster:** “What is a disaster anyway? In social science usage as well as in everyday speech…it is a sharp and furious eruption of some kind that splinters the silence for one terrible moment and then goes away. A Disaster is an ‘event’ with a distinct beginning and a distinct end, and it is by definition extraordinary – a freak of nature, a perversion of the natural processes of life…the two distinguishing properties of a disaster are, first, that it does a good deal of harm, and, second, that it is sudden, unexpected, acute.” (Erikson 1976, 253)

“…instead of classifying a condition as a trauma because it was induced by a disaster, we would classify an event as disaster if it had the property of bringing about traumatic reactions. According to the terms of this rule, any event or condition that could be shown to produce trauma on a large scale would have earned a place on the current roster of ‘disasters’.” (Erikson 1976, 254)

**Disaster:** An occurrence that has resulted in property damage, deaths, and/or injuries to a community. (FEMA, Definitions and Terms, Instruction 5000.2, 1990)

**Disaster:** “An occurrence of a natural catastrophe, technological accident, or human-caused event that has resulted in severe property damage, deaths, and/or multiple injuries. As used in this Guide, a “large-scale disaster” is one that exceeds the response capability of the local jurisdiction and requires State, and potentially Federal, involvement. As used in the Stafford Act, a “major disaster” is “any natural catastrophe […] or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under [the] Act to supplement the efforts and available resources or States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.” (FEMA, Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, p. GLO-1)

**Disaster:** Any event “concentrated in time and space, in which a society of a relatively self-sufficient subdivision of society, undergoes severe danger and incurs such losses to its members and physical appurtenances that the social structure is disrupted and the fulfillment of all or some of the essential functions of the society is prevented” (Fritz 1961, 655)
Disaster: “...a situation involving damage and/or loss of lives beyond one million German marks and/or 1,000 person killed.” (German insurance industry. Dombrosky’s words (1998, 20))

Disaster: “…such severe interference of the public order and safety that in intervention of the centralized, coordinated disaster protection units is necessary.” (German law. Dombrowsky 1998, 20 citing Seeck 1980, 1)²

Disaster: An “extraordinary situation in which the everyday lives of people are suddenly interrupted and thus protection, nutrition, clothing, housing, medical and social aid or other vital necessities are requested.” (German Red Cross. Dombrowsky 1998, 20, citing Katastrophen-Vorschrift 1988, 2)³

Disaster: The result of (1) the impact of external forces, (2) social vulnerability, or (3) uncertainty. (Gilbert, 1991)⁴

Disaster: “the loss of key standpoints in common sense, and difficulty of understanding reality through ordinary mental frameworks” (Gilbert 1995, 238).

Disaster: “The result of a vast ecological breakdown in the relations between man and his environment, a serious and sudden event (or slow, as in drought) on such a scale that the stricken community needs extraordinary efforts to cope with it, often with outside help or international aid.” (Gunn 1990, 374)

Disaster: “Disasters are subjective phenomena. They arise from the behavior of complex systems, are perceived and take place in a specific socio-economic, historical, cultural and chronological context.” (Horlick-Jones and Peters 1991a, 147)

Disaster: “…disasters arise from the exposure of vulnerable populations to hostile environments generated by the failure of complex systems…such systems are made vulnerable to failure by the complex interplay of factors including elements of the political economy environment in which the system is embedded.” (Horlick-Jones and Peters 1991b, 41)

Disaster: Events that “…release repressed anxiety [and constitute a] loss of control of social order” (Horlick-Jones 1995, 305).⁵

Disaster: A disaster is an event concentrated in time and space, in which a society or one of its subdivisions undergoes physical harm and social disruption, such that all or some essential functions of the society or subdivision are impaired (Kreps 1995, 256).

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³ Kasastrophen-Vorschrift (1988), Bonn: Deuches Rotesse Kreuz (in German).
⁵ Tierney, Lindell and Perry (2001, 14) state that “…Horlick-Jones (1995) argued in favor of defining disasters as originating in the fundamental social conditions of late-modern society and as involving disruptions of cultural expectations and the release of existential dread. Such dread or anxiety originates in turn in a loss of faith in the institutions that are supposed to keep risks under control.”
Disaster: “Disasters are non-routine events in societies or their larger subdivisions (e.g. regions, communities) that involve social disruption and physical harm. Among the key defining properties of such events are (1) length of forewarning, (2) magnitude of impact, (3) scope of impact, and (4) duration of impact” (Kreps 1998, 34).

Disasters: “…disasters are conjunctions of historical happenings and social definitions of physical harm and social disruption” (Kreps 1998, 34).

Disaster: “…consensus-type social crisis occasions wherein demands are exceeding resources and emergent responses may generate social change….the idea of social change is introduced to correct what is identified as a predisposition to focus on disasters as necessarily dysfunctional” [when there are “winners” as well]. (Summary of “the generic perspective” by Kroll-Smith and Couch 1991, 357.)

Disaster: “When viewed from an ecological-symbolic perspective, the real issue is not the quality of the disaster agent per se, but whether or not it significantly alters the relationship between a community, its built, modified or biophysical environments, and how people interpret and experience the changes in those environments” (Kroll-Smith and Couch 1991, 361).

Disaster: “…disaster must not be seen like the meteorite that falls out of the sky on an innocent world; the disaster, most often, is anticipated, and on multiple occasions.” (Lagadec 1982, 495)

Disaster: “An occurrence or threat of widespread or severe damage, injury, or loss of property resulting from a natural or human-made cause, including, but not limited to, fire, flood, snowstorm, ice storm, tornado, windstorm, wave action, oil spill, water contamination, utility failure, hazardous peacetime radiological incident, major transportation accident, hazardous materials incident, epidemic, air contamination, blight, drought, infestation, explosion, or hostile military action, or paramilitary action, or similar occurrences resulting from terrorist activities, riots, or civil disorders.” (Michigan EMD 1998, 5)

Disaster: “Disasters, in contrast to risks and hazards, are singular or interactive hazard events…that have a profound impact on local people or places either in terms of injuries, property damages, loss of life, or environmental impacts” (Mitchell and Cutter 1997, 10).

Disaster: “A serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources.” (National Science and Technology Council 2005, 17)

Disaster: “Examples of disaster definitions used by entities include the following:
(1) An occurrence or imminent threat to the entity of widespread or severe damage, injury, or loss of life or property resulting from natural or human causes
(2) An emergency that is beyond the normal response resources of the entity and would require the response of outside resources and assistance for recovery
(3) A suddenly occurring or unstoppable developing event that does the following: (a) Claims loss of life, suffering, loss of valuables, or damage to the environment (b) Overwhelms local
resources or efforts (c) Has a long-term impact on social or natural life that is always negative in the beginning.” (NFPA 1600, 2007, p. 11)

Disaster: “Disasters are the interface between an extreme physical event and a vulnerable population.” (Okeefe et al 1976, 566)

Disaster: “In graphic ways, disasters signal the failure of a society to adapt successfully to certain features of its natural and socially constructed environments in a sustainable fashion” (Oliver-Smith 1996, 303).

Disaster: “…a process involving the combination of a potentially destructive agent(s) from the natural, modified and/or constructed environment and a population in a socially and economically produced condition of vulnerability, resulting in a perceived disruption of the customary relative satisfactions of individual and social needs for physical survival, social order and meaning” (Oliver-Smith 1998, 186)

“A disaster is made inevitable by the historically produced pattern of vulnerability, evidenced in the location, infrastructure, sociopolitical structure, production patterns, and ideology, that characterize a society. The society’s pattern of vulnerability is an essential element of a disaster. (Oliver-Smith 1998, 187).

“…a disaster is at some basic level a social construction, its essence to be found in the organization of communities, rather than in an environmental phenomenon with destructive or disruptive effects for a society” (Oliver-Smith 1998, 181).

Disaster: “A major natural disaster, in the sociological sense, can be thought of as a failure of the social systems constituting a community to adapt to an environmental event…It should also be viewed as the failure to develop and distribute, among other things, technology in the form of housing and community infrastructure capable of withstanding such an event” (Peacock/Ragsdale 1997, 24).

Disaster: The result of negative social and environmental impacts, state (condition) of collective stress in a community, or a contradiction between the capacity to cope with destructive agents and their negative impacts. (C. Pelanda, 1982 according to Porfiriev 1995, 287-288.)

Disaster: “A disaster is a non-routine event that exceeds the capacity of the affected area to respond to it in such a way as to save lives; to preserve property; and to maintain the social, ecological, economic, and political stability of the affected region.” (Pearce 2000, Chapter 2, 5)

Disaster: “…a state/condition destabilizing the social system that manifests itself in a malfunctioning or disruption of connections and communications between its elements or social units (communities, social groups and individuals); partial or total destruction/demolition; physical and psychological overloads suffered by some of these elements; thus making it necessary to take extraordinary or emergency countermeasures to reestablish stability” (Porfiriev 1995, 291)

Disaster: “Disasters occur when the demands for action exceed the capabilities for response in a crisis situation” (Quarantelli 1985, 50).

Disaster: An event in which emergency organizations need to expand and extend themselves (such as going to extra shifts) in order to cope. (Quarantelli 1987, 25)

Disaster: “Apparently the word etymologically entered the English language from a work in French (desastre), which in turn was a derivation from two Latin words (dis, astro), which combined meant, roughly, formed on a star. So, in its early usage, the word disaster had reference to unfavorable or negative effects, usually of a personal nature, resulting from a star or a planet….In time, the word disaster was applied more to major physical disturbances such as earthquakes and floods, or what came to be traditionally known as Acts of God. With the spread of more secular and non-religious ideologies, nature was increasingly substituted for the supernatural and the term natural disaster came to the fore” (Quarantelli 1987, 8).

Disaster: “…earthquakes are quite harmless until you decide to put millions of people and two trillion dollars in real estate atop scissile fault zones” (Riesner 1993, 501).

Disaster: “A situation created by natural and or man-made events, other than war or internal strife which demands total integration and co-ordination, by those responsible for administration of the affected region including: 1. all rescue, relief and life support systems required to meet the needs of the victims, essential transportation and communication systems. 2. repairs to the infrastructure. 3. post-disaster rehabilitation and recovery.” (Ritchie, et al. 2001, 2)

Disaster: “In the traditional view of disasters, two categories of conditions appear to be dominant. Self-evidently, the scourge of God together with social or political negligence have traditionally served as the principle conditions of natural disasters. Gradually, negligence has given way to more specific conditions such as deficiencies in mitigatory policies and preparatory measures” (Rosenthal 1998, 148).

“…a great many official investigations as well as public opinion still cling to technical failure or human error as the number one cause of man-made disaster. In determining the conditions of disaster, technical failures often take its place as an appropriate substitute for the act of God, whereas human error reflects the inherent weaknesses of mankind…” (Rosenthal 1998, 149).

“…mediazation…[creates] a new category of disasters and crises which is characterized by extreme collective stress rather than fatal casualties or significant physical damage” (Rosenthal 1998, 157).

Disaster: A Condition or situation of significant destruction, disruption and/or distress to a community. (Salter 1997–98, 27)

Disaster: All events which cause at least 100 human deaths, 100 human injuries, or US $1 million economic damages. (Sheehan and Hewitt 1969, p. 20)
**Disaster:** The occurrence of a sudden or major misfortune which disrupts the basic fabric and normal functioning of a society (or community). An event or series of events which gives rise to casualties and/or damage or loss of property, infrastructure, essential services or means of livelihood on a scale which is beyond the normal capacity of the affected communities to cope with unaided. Disaster is sometimes also used to describe a catastrophic situation in which the normal patterns of life (or eco-systems) have been disrupted and extraordinary, emergency interventions are required to save and preserve human lives and/or the environment. Disasters are frequently categorized according to their perceived causes and speed of impact. A disaster occurs when a disruption reaches such proportions that there are injuries, deaths, or property damage, and when a disruption affects many or all of the community’s essential functions, such as water supply, electrical power, roads, and hospitals. Also, people affected by a disaster may need assistance to alleviate their suffering. (Simeon Institute)

**Disaster:** “…a disaster may be seen as ‘the realization of hazard’, although there is no universally agreed definition of the scale on which loss has to occur in order to qualify as a disaster” (Smith 1996, 5).

“Natural disasters…result from the conflict of geophysical processes with people. This interpretation gives humans a central role. First, through location, because it is only when people, their possessions and what they value get in the way of natural processes that a risk of disaster exists. Second, through perception, because humans place subjective judgments on natural processes as part of a general environmental appraisal whenever they settle and use land” (Smith 1996, 10).

“…a disaster generally results from the interaction, in time and space, between the physical exposure to a hazardous process and a vulnerable human population” (Smith 1996, 22).

**Disaster:** “…disasters are significant events…The disruption associated with disaster is, by customary standards, non-trivial. Disasters are neither confined to isolated subsystems (a single household) nor are they of fleeting duration….Disasters involve the disruption of important societal routines….If damage could be prevented or reduced through human protective action, then disaster—the physical consequence of the intersection of society and natural forces—would not exist. Disaster is a function of knowledge…When knowledge is adequate, no external force can produce disaster; ships ride out storms, buildings shake but do not collapse in earthquakes, flood levees hold, etc…When knowledge is inadequate, disaster results” (Stallings 1998, 128-129).

“Disasters affect entire societies; they are neither trivial nor confined to localized social units. Disasters involve the disruption of everyday routines to the extent that stability is threatened without remedial action. Increasingly significant is the loss of certainty and the undermining of faith in orderliness. The state is a major institution for supplying countermeasures when routines are disrupted” (Stallings 1998, 131).

“…in practice the definition [of disaster] will always have a physical component. The physical properties of events are triggers for disaster researchers…” (Stallings 1998, 132).
**Disaster:** “Disasters are the interface between an extreme physical event and a vulnerable human population.” (Susman et al, 1983)

**Disaster:** “catastrophic events that (a) interfere severely with everyday life, disrupt communities, and often cause extensive loss of life and property, (b) overtax local resources, and (c) create problems that continue far longer than those that arise from the normal vicissitudes of life” (Taylor 1989, 10).

**Disaster:** “Disasters originate in the fact that all societies regularly face geophysical, climatological, and technological events that reveal their physical and social vulnerabilities.” (Tierney, Lindell and Perry 2001, 4)

**Disaster:** “A disaster is usually defined as an event that has a large impact on society” (Tobin and Montz 1997, 6).

**Disaster:** An event, concentrated in time and space which threatens a society or a relatively self-sufficient subdivision of a society with major unwanted consequences as a result of the collapse of precautions which had hitherto been accepted as adequate. (Turner)

**Disaster:** “A serious disruption of the functioning of society, causing widespread human, material, or environmental losses which exceed the ability of affected society to cope using only its own resources.” (UN Glossary 1992, 21)

**Disaster:** “A serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources. A disaster is a function of the risk process. It results from the combination of hazards, conditions of vulnerability and insufficient capacity or measures to reduce the potential negative consequences of risk.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

**Disaster:** A “sudden and extraordinary misfortune” to signify the actual onset of a calamity (Allinson 1993, 93; referring to Webster’s New International Dictionary, Unabridged, 2nd ed.).

**Disaster:** “…any happening that causes great harm or damage; serious or sudden misfortune; calamity. Disaster implies great or sudden misfortune that results in loss of life, property, etc. or that is ruinous to an undertaking; calamity suggests a grave misfortune that brings deep distress or sorrow to an individual or to the people at large” (Webster’s New World Dictionary of the American Language).

**Disaster, Ecological:** Events “that are caused principally by human beings and that initially affect, in a major way, the earth, its atmosphere, and its flora and fauna.” (Drabek/Hoetmer 1991, xxi)

**Disaster, Natural:** “A natural disaster is a serious disruption to a community or region caused by the impact of a naturally occurring rapid onset event that threatens or causes death, injury or damage to property or the environment and which requires significant and coordinated multi-agency and community response. Such serious disruption can be caused by any one, or a combination, of the
following natural hazards: bushfire; earthquake; flood; storm; cyclone; storm surge; landslide; tsunami; meteorite strike; or tornado.” (Australian Government 2002, 1)

Disaster, Natural: “‘Natural’ disasters have more to do with the social, political, and economic aspects of society than they do with the environmental hazards that trigger them. Disasters occur at the interface of vulnerable people and hazardous environments” (Bolin with Stanford 1998, Preface).

Disaster, Natural: “While human actions generally cannot cause an earthquake in the sense of doing something to provoke fault movement, they are often critically involved in the disaster that can follow a seismic event. In that sense then, ‘natural’ is an inappropriate adjective to describe such disasters (Hewitt 1997)7” (Bolin with Stanford 1998, 4).

Disaster, Natural: Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other catastrophe in any part of the United States which causes, or which may cause, substantial damage or injury to civilian property or persons. (Robert T. Stafford Act, 602)

Disaster, Natural: “In a seeming inversion of what was ‘obvious’ about natural disasters, a view has been developed by such geographers as Hewitt that seeks explanations of disaster primarily in the sociocultural and economic features of the societies that are variously affected by natural forces. Their focus has been to develop an understanding of the social structures and material practices that made people more or less vulnerable to environmental hazards. In this approach, the underlying causes of disaster are to be found not in nature, but in the organization of human societies (Varley 19948)” (Bolin with Stanford 1998, 5).

Disaster, Technological: “…technological disasters – meaning everything that can go wrong when systems fail, humans err, designs prove faulty, engines misfire, and so on.” (Erikson, 1989, 141)

Disaster, Technological: “Man-made disaster due to a sudden or slow breakdown, technical fault, error, or involuntary or voluntary human act that causes destruction, death, pollution, and environmental damage.” (Gunn 1990, 375)

Disaster, Technological: “Miller and Fowlkes (1984)9 have argued that the term ‘technological disaster’ renders such events too impersonal in origin. They believe that such ‘accidents’ are due mainly to the excessive priority given to industrial profits and advocate the term ”man-made disaster” to indicate corporate responsibility” (Smith 1997, 14).

Disaster Agent: “A class or category of phenomena that cause disasters, such as hurricanes, tornadoes, or explosions. Hurricane Andrew is a specific disaster event which reflected one of the

classes of disaster agents, that is, hurricanes. Andrew is the disaster, hurricane is the disaster agent.” 
(Drabek 1996, Session 2, p.6)

**Disaster Assistance Employee (DAE, FEMA):** “Disaster Assistance Employee (DAE), also known as a Stafford Act employee or Reservist, is a nonpermanent, excepted service employee appointed under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended. DAEs perform disaster response and recovery activities, usually at temporary work sites located in disaster damaged areas. Initial appointments are for periods of up to one year and may be renewed in increments of one year.

DAEs are a critical staff resource to FEMA. They perform key program, technical, and administrative functions during disasters. Without this work, FEMA's ability to assist State and local governments in recovering from the effects of disasters would be significantly less effective. DAES must be free to travel at a minimum of two to six weeks at a time, and sometimes longer, usually with as little as a day or two of notice. They need to be able to produce high quality work with minimal supervision, under pressure and in a hectic work environment. Their travel to and from a disaster scene is paid for, along with day-to-day expenses for lodgings and an allotment for meals and expenses. DAEs receive a salary which is based on the kinds of work they perform.” (FEMA, Disaster Assistance Employees (Reservists). October 11, 2007 update)

**Disaster Declaration:** Under the Stafford Act a “disaster declaration” is made upon a state Governor’s request, FEMA processing, and Presidential Declaration when an event is seen to overwhelm State and local governmental response capabilities.

“The forms of public assistance typically flow either from a disaster declaration or an emergency declaration. A major disaster could result from a hurricane, earthquake, flood, tornado or major fire which the President determines warrants supplemental Federal aid. The event must be clearly more than State or local governments can handle alone. If declared, funding comes from the President's Disaster Relief Fund, which is managed by FEMA, and disaster aid programs of other participating Federal departments and agencies.” (DHS, NRF (Comment Draft), Sep, 2007, 39)

**Disaster/Emergency Management:** “An ongoing process to prevent, mitigate, prepare for, respond to, and recover from an incident that threatens life, property, operations, or the environment.” (NFPA 1600, 2007, p. 7)

**Disaster Epidemiology:** The medical discipline that studies the influence of such factors as the life style, biological constitution and other personal or social determinants on the incidence and distribution of disease as it concerns disasters. (UN 1992, 22)

**Disaster Field Office (DFO):** “The office established in or near the designated area of a Presidential declared major disaster to support Federal and State response and recovery operations. The DFO houses the FCO and ERT, and where possible, the SCO and support staff.” (FEMA, Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, p. GLO-1)
Disaster Management: The entire process of planning and intervention to reduce disasters as well as the response and recovery measures. It is a neglected element of development planning. (D&E Reference Center 1998)

Disaster Management: “Disaster management is the process of forming common objectives and common values in order to encourage participants to plan for and deal with potential and actual disasters.” (Pearce, 2000, Chapter 2, 11)

“A process that assists communities to respond, both pre- and post-disaster, in such a way as to save lives, to preserve property; and to maintain the ecological, economic, and political stability of the impacted region.” (Pearce 2000, Chapter 5, p. 6)

Disaster Management: The body of policy and administrative decisions and operational activities which pertain to the various stages of a disaster at all levels. (UN 1992, 22)

Disaster Mitigation Act (DMA) of 2002 (Public Law106-390, October 30, 2000): “The Disaster Mitigation Act (DMA) of 2000 amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988. The DMA authorizes the creation of a pre-disaster mitigation program to make grants to State, local and tribal governments. It also includes a provision that defines mitigation planning requirements for State, local and tribal governments. This new section (Section 322) establishes a new requirement for local and tribal mitigation plans; authorizes up to 7 percent of the HMGP funds available to a State to be used for development of State, local and tribal mitigation plans; and provides for States to receive an increased percentage of HMGP funds from 15 percent to 20 percent if, at the time of the disaster declaration, the State has in effect a FEMA approved State Mitigation Plan that meets the criteria established in regulations.” (FEMA, National Flood Insurance Program Description, August, 2002, pp. 35-36; DMA accessed at: http://www.fema.gov/library/viewRecord.do?id=1935 )

Disaster Mitigation Act of 2002, Congressional Findings: “FINDINGS - Congress finds that— (1) natural disasters, including earthquakes, tsunamis, tornadoes, hurricanes, flooding, and wildfires, pose great danger to human life and to property throughout the United States; (2) greater emphasis needs to be placed on—

(A) identifying and assessing the risks to States and local governments (including Indian tribes) from natural disasters;

(B) implementing adequate measures to reduce losses from natural disasters; and

(C) ensuring that the critical services and facilities of communities will continue to function after a natural disaster;

(3) expenditures for postdisaster assistance are increasing without commensurate reductions in the likelihood of future losses from natural disasters;

(4) in the expenditure of Federal funds under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.), high priority should be given to mitigation of hazards at the local level; and

(5) with a unified effort of economic incentives, awareness and education, technical assistance, and demonstrated Federal support, States and local governments (including Indian tribes) will be able to—

(A) form effective community-based partnerships for hazard mitigation purposes;
(B) implement effective hazard mitigation measures that reduce the potential damage from natural disasters;
(C) ensure continued functionality of critical services;
(D) leverage additional non-Federal resources in meeting natural disaster resistance goals; and
(E) make commitments to long-term hazard mitigation efforts to be applied to new and existing structures.” (DMA, Title 1, Sec. 101, 2000, pp. 2-3)

Disaster Mitigation Act of 2000 Purpose: “The purpose of this title is to establish a national disaster hazard mitigation program— (1) to reduce the loss of life and property, human suffering, economic disruption, and disaster assistance costs resulting from natural disasters; and (2) to provide a source of predisaster hazard mitigation funding that will assist States and local governments (including Indian tribes) in implementing effective hazard mitigation measures that are designed to ensure the continued functionality of critical services and facilities after a natural disaster.” (DMA, Title 1, Sec. 101, 2000, pp. 3)

Disaster Mortuary Operational Response Team (DMORT): “…a Federal Level Response team designed to provide mortuary assistance in the case of a mass fatality incident or cemetery related incident. We work under the local jurisdictional authorities such as Coroner/Medical Examiners, Law Enforcement and Emergency Managers.” (Disaster Mortuary Operational Response Team. (DMORT: A National Asset Available In Times Of Need, October 9, 2007)

Disaster Preparedness Improvement Grant Program (DPIC): Authorized under Section 201 of the Stafford Act. Annual matching awards are provided to States to improve or update their disaster assistance plans and capabilities.

Disaster Recovery Center (DRC): “Places established in the area of a Presidentially declared major disaster, as soon as practicable, to provide victims the opportunity to apply in person for assistance and/or obtain information relating to that assistance. DRCs are staffed by local, State, and Federal agency representatives, as well as staff from volunteer organizations (e.g., the ARC).” (FEMA, Guide For All-Hazard Emergency Operations Planning, 1996, p. GLO-1)

Disaster Reduction: “Disaster reduction is the sum of all the actions, which can be undertaken to reduce the vulnerability of a society to natural hazards. The solutions include proper land-use planning, aided by vulnerability mapping, to locate people in safe areas, the adoption of proper building codes in support of disaster resilient engineering, based on local hazard risk assessments, as well as ensuring the control and enforcement of such plans and codes based on economic or other incentives. Sound information and political commitment are the basis of successful disaster reduction measures. This is an ongoing process which is not limited to a singular disaster event. It motivates societies at risk to become engaged in conscious disaster management, beyond traditional response to the impact of natural phenomena. Disaster reduction is multi-sectoral and interdisciplinary in nature and involves a wide variety of interrelated activities at the local, national, regional and international level.” (UN/ISDR, Targeting Vulnerability: Guidelines for Local Activities and Events, 2001, p. 3)
Disaster Reduction: “The conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development. The disaster risk reduction framework is composed of the following fields of action, as described in ISDR's publication 2002 "Living with Risk: a global review of disaster reduction initiatives", page 23:

- Risk awareness and assessment including hazard analysis and vulnerability/capacity analysis;
- Knowledge development including education, training, research and information;
- Public commitment and institutional frameworks, including organisational, policy, legislation and community action;
- Application of measures including environmental management, land-use and urban planning, protection of critical facilities, application of science and technology, partnership and networking, and financial instruments;
- Early warning systems including forecasting, dissemination of warnings, preparedness measures and reaction capacities.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

Disaster Relief Act of 1950 (Pub. L. No. 81-875, 64 Stat. 1109): Congress for the first time authorized a coordinated federal response to major disasters. Formally passed as the Federal Disaster Relief Act of 1950. (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. 2-2)

“Public Law 81-875 was significant for a number of reasons. Funding was authorized for a disaster relief program rather than a single-incident response. The responsibility for determining when Federal disaster relief is required was transferred from Congress to the President. The basic philosophy of Federal disaster relief was developed establishing that Federal assistance is supplemental to State and local resources. The basis for later legislation on cost-sharing between Federal and State or local governments was put into place. Provisions were made for emergency repairs to or temporary replacement of essential public facilities. Aid was provided only to State and local governments.” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. 2-5)

Disaster Relief Act of 1969 (Public Law 91-79): “The Disaster Relief Act of 1969…became law on October 1, expands the Federal disaster assistance program. Permanent provisions of the Act include assistance (matching funds) to States in planning for State and local aid to individuals suffering disaster losses and appointment of a Federal coordination officer for each major disaster.” (Report on Federal Disaster Assistance in 1969)

Disaster Relief Act of 1974 (Public Law 93-288): A Federal statute designed to supplement the efforts of the affected States and local governments in expediting the rendering of assistance, emergency services, and the reconstruction and rehabilitation of devastated areas (PL 93-288), as amended. (FEMA Instruction 5000.2)

“In April 1974, there was a series of devastating tornadoes that hit six Midwestern States. This confirmed the need to add individual and family assistance to the disaster relief program. As a result, the Disaster Relief Act of 1974 (Public Law 93-288) was established. Under this law:
The Individuals and Households Grant Program is available.

Federal and State disaster relief operations are conducted on a partnership basis, and a State Coordinating Officer (SCO) works jointly with an FCO.

Federal assistance supports local, Tribal, and State activities and resources.

Assistance is contingent upon a Presidential Declaration. (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. 2-6)

**Disaster Relief Act, 1980:** “...the Public Assistance (PA) Program, which provided disaster assistance to State and local governments, was in the form of a 100-percent Federal grant. The response to the eruption of Mount St. Helens in May 1980 was the first administrative implementation of a 75-percent Federal and 25-percent State and local cost sharing of disaster expenses. This response was the first step toward a cost-sharing, full-partnership concept of managing disaster response and recovery.” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. 2-6)

**Disaster Relief Act of 1988 (Stafford Act):** (See, also, Robert T. Stafford Act & Stafford Act):

“In November 1988, the Robert T. Stafford Disaster Relief and Emergency Assistance Act was passed. This act provided a framework for continued disaster relief and provided the authority for FEMA’s role in managing Federal disaster assistance. It also legislated a minimum 75-percent Federal/25-percent State and local cost sharing for the PA Program. The Stafford Act refocused assistance for non-natural disasters, unless caused by fire, flood, or explosion, to a more limited scope. It also confirmed the importance of individual assistance and added an emphasis on mitigation of future losses. Key features of the act are:

- State, Tribal, and local governments have the primary responsibility to respond to a disaster.
- Federal assistance is designed to supplement the efforts and available resources of State, Tribal, and local governments, and voluntary relief organizations in alleviating the damage, loss, hardship, or suffering resulting from a disaster.
- FEMA may task any Federal agency, with or without reimbursement, to provide assistance to State, Tribal, and local disaster efforts in a declared disaster.

Disaster assistance programs included in the Stafford Act are:

- Individual Assistance (IA), in the form of individual and household grants and temporary housing.
- PA, including grants for emergency work, repair and restoration, and debris removal.
Mitigation grants, to reduce long-term risk to life and property from natural or technological disasters.” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, pp. 2-7, 2-8)

Disaster Relief Act, 1993: “Congress amended the Stafford Act in October 1993 to expand the scope of mitigation to include acquisition of properties in floodplains.” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. 2-8)


Disaster Relief Act, 2000: “The Disaster Mitigation Act of 2000 further modified the Stafford Act to establish a national program for pre-disaster mitigation, streamline administration of disaster relief, and control Federal costs of disaster assistance.” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. 2-8)

Disaster Resilience: “Disaster resilience refers to the capability to prevent or protect against significant multihazard threats and incidents, including terrorist attacks, and to expeditiously recover and reconstitute critical services with minimum damage to public safety and health, the economy, and national security.” (TISP, 2006, p. 2)

Disaster Resistant Community: “Becoming disaster resistant requires a community-wide effort over a long period of time. Participation and commitment are required of all sectors of the community: employers, businesses, community associations, services, and local government. Project Impact…provide guidance on how to accomplish this cooperative effort. Under Project Impact guidelines, a community goes through a number of steps in four phases, including:

Phase 1: Build the Partnership

- Form a partnership team of local officials, representatives of industry and business, infrastructure, transportation, utilities, housing, volunteer organizations, health care, government, work force, education--all community elements having a stake in reducing losses.

- Designate a project impact coordinator to provide staff assistance for the partnership team and to assist with community education and outreach.

- Establish subgroups to tackle identified issues.

- Develop or reproduce Project Impact materials to explain objectives and how to get there.

Phase 2: Identify Hazards and Community Vulnerabilities

- Determine which areas of your community can be affected by disasters, how likely it is that a disaster may occur, and how intense the disaster might be.

- Identify the facilities that are at risk and to what degree they might be affected, as well as how their damage might affect the vulnerability of other structures.
Do a risk assessment to define the potential consequences of a disaster based on a combination of your hazard and vulnerability studies.

**Phase 3: Prioritize and Take Hazard Risk-Reduction Actions**

- Plan for open space acquisition of high hazard potential areas.
- Develop policies, incentives and legislation to encourage property owners to invest in projects that will reduce losses in disasters.
- Adopt policies that require consideration and mitigation of identified hazards in subdividing or consolidating parcels, changing land uses, or redevelopment.
- Support community efforts to improve or replace vulnerable utilities and transportation systems.

**Phase 4: Communicate Successes**

- Develop and distribute promotional mitigation materials, organize a speakers bureau, and ask the news media to become partners or sponsors in communicating the value of reducing hazards and the progress toward making your community disaster resistant.”

( **FEMA**, *Becoming a Disaster-Resistant Community: How and Why*, Dec. 26, 1999)

**Disaster Resistant University FEMA Initiative:** "Five U.S. universities have been chosen to participate in the pilot phase of a unique undertaking by the Federal Emergency Management Agency (FEMA) to help the nation's colleges and universities limit future property and economic damage from natural disasters. The five universities will each receive about $100,000 from FEMA for the project and each university will match equally the resources provided by FEMA. The five pilot Disaster Resistant Universities are Tulane University, University of Alaska/Fairbanks, University of Miami, University of North Carolina/Wilmington and the University of Washington at Seattle.

"These five universities have already shown their commitment to making their campuses more disaster resistant," said FEMA Director James Lee Witt. "When an institution takes action like these universities are doing, their activities will improve the ability of their surrounding community and regions to recover from a major disaster."

FEMA's Disaster Resistant Universities initiative uses the same strategic approach as FEMA's Project Impact: Building Disaster Resistant Communities. Through Project Impact communities are encouraged to come together to assess their vulnerabilities to natural hazards and implement strategies to limit damage before disasters occur. Project Impact bases its work and planning on three simple principles: Risks must be identified and preventive actions decided at the local level; private-public partnerships are essential; and long-term efforts and investments in prevention measures are necessary.

The first part of the project consisted of a University of California at Berkeley study of the economic consequences of a disaster on a university and its surrounding community and state. The study substantiated the premise that a disaster in a community's predominant business - the university - will have severe economic consequences locally and even statewide. As part of the study, UC Berkeley also developed a plan to limit future disaster losses and guidelines for other universities to use in the pilot phase of the initiative.
"It is clear that disasters do much more than destroy buildings," FEMA Director James Lee Witt said. "They impact a locality in many different ways for a long time." The federal government alone invests nearly $15 billion per year in university-based research, he added.

Witt said that he expects the Disaster Resistant University initiative will be an important component of FEMA's efforts to change the way America deals with disasters.” (FEMA, Five U.S. Universities Selected to Participate in Pilot Phase of FEMA Initiative to Help Universities Avoid Damage from Natural Disasters, September 28, 2000)

Disaster Response: A sum of decisions and actions taken during and after disaster, including immediate relief, rehabilitation, and reconstruction. (UN 1992, 3)

Disaster Risk: “The chance of a hazard event occurring and resulting in a disaster.” (National Science and Technology Council 2005, 17)

Disaster Risk Management: “Disaster risk management and reduction are about looking beyond hazards alone to considering prevailing conditions of vulnerability. It is the social, cultural, economic, and political setting in a country that makes people vulnerable to unfortunate events. The basis of this understanding is simple: the national character and chosen form of governance can be as much of a determinant in understanding the risks in a given country, as are the various social, economic and environmental determinants.” (UN/ISDR, Internationally Agreed Glossary of Basic Terms Related to Disaster Management, 2002, p. 27)

Disaster Risk Management: “The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

Disaster Risk Reduction (DRR): “…the broad development and application of policies, strategies and practices to minimize vulnerabilities and disaster risks throughout society.1 DRR is a systematic approach to identifying, assessing and reducing the risks of disaster. It aims to reduce socio-economic vulnerabilities to disaster as well as dealing with the environmental and other hazards that trigger them…. The term ‘disaster reduction’ is often used to mean much the same thing. ‘Disaster risk management’ is also sometimes used in this way, although it is normally applied specifically to the practical implementation of DRR initiatives.” (Twigg, Characteristics of a Disaster-resilient Community A Guidance Note, August 2007, p. 6)

Disaster Risk Reduction: “The systematic development and application of policies, strategies and practices to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) adverse impact of hazards, within the broad context of sustainable development.” (UN/ISDR, Internationally Agreed Glossary of Basic Terms Related to Disaster Management, 2002, p. 25)
Disaster Risk Reduction: “The conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development. The disaster risk reduction framework is composed of the following fields of action, as described in ISDR's publication 2002 "Living with Risk: a global review of disaster reduction initiatives", page 23:

- Risk awareness and assessment including hazard analysis and vulnerability/capacity analysis;
- Knowledge development including education, training, research and information;
- Public commitment and institutional frameworks, including organisational, policy, legislation and community action;
- Application of measures including environmental management, land-use and urban planning, protection of critical facilities, application of science and technology, partnership and networking, and financial instruments;
- Early warning systems including forecasting, dissemination of warnings, preparedness measures and reaction capacities.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

DMA: Disaster Mitigation Act of 2002.

DMAT: Disaster Medical Assistance Team.

DMORT: Disaster Mortuary Operational Response Team.

Doctrine: “Doctrine influences the way in which policy and plans are developed, forces are organized and trained, and equipment is procured. It promotes unity of purpose, guides professional judgment and enables [first responders] to fulfill their responsibilities.” (DHS, National Response Framework (Comment Draft), September 10, 2007 (p. 8)


Doctrine: The NRF is grounded in “doctrine that demands a tested inventory of common organizational structures and capabilities that are scalable, flexible and adaptable for diverse operations. Its adoption across all levels of government and with businesses and NGOs will facilitate interoperability and improve operational coordination.” (DHS, National Response Framework (Comment Draft), September 10, 2007, p. 10)

Doctrine: “Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application.” (DOD Dictionary of Military and Associated Terms, 2007, p. 166)
Doctrine: “…doctrine; that is, fundamental principles that guide our actions in support of the nation’s objectives…. Doctrine influences the way in which policy and plans are developed, forces are organized and trained, and equipment is procured. It promotes unity of purpose, guides professional judgment, and enables Coast Guard men and women to best fulfill their responsibilities.” (USCG Pub 1, 2002, p. 3)

Doctrine: “Fundamental principles by which military forces or elements thereof guide their actions in support of national objectives. It is authoritative but requires judgment in application.” (USCG Pub 1, 2002, p. 60)

DoD Immediate Response: “…the majority of DOD support is coordinated using the concept of DSCA. However, imminently serious conditions resulting from any civil emergency may require immediate action to save lives, prevent human suffering or mitigate property damage. When such conditions exist, and time does not permit approval from higher headquarters, local military commanders and responsible officials from DOD components and agencies are authorized to take necessary action to respond to requests from civil authorities. This response must be consistent with the Posse Comitatus Act, which generally prohibits Federal military personnel (and units of the National Guard when they are acting under Federal authority) from acting in a law enforcement capacity (e.g., search, seizures, arrests) within the United States, except where expressly authorized by the Constitution or Congress.” (DHS/FEMA, National Response Framework -- Federal Partner Guide (Comment Draft), September 10, 2007, p. 20)

Domain. “A major grouping of activities related to the “life cycle” of a domestic incident. The four domains are prevention, preparedness, response, and recovery.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 74)

Domain Awareness: “…obtaining effective knowledge of activities, events, and persons in the dimensions of air, land, sea, and cyber-space.” (Sauter & Carafano 2005, 243)

Domestic Emergency: “Any natural disaster or other emergency that does not seriously endanger national security, but which is of such a catastrophic nature that it cannot be managed effectively without substantial Federal presence, or which arises within spheres of activity in which there is an established Federal role.” (FEMA Disaster Dictionary 2001, 36; cites Domestic Emergencies Handbook, US Army Forces Command, March 15, 1999).

Domestic Emergency Support Team (DEST): “Relative to terrorism incident operations, an organization formed by the Federal Bureau of Investigation (FBI) to provide expert advice and assistance to the FBI On-Scene Commander (OSC) related to the capabilities of the DEST agencies and to coordinate follow-on response assets. When deployed, the DEST merges into the existing Joint Operations Center (JOC) structure.” (FEMA Disaster Dictionary 2001, 36; cites FEMA FRP, “Terrorism Incident Annex”)

Domestic Readiness Group (DRG). “The DRG is an interagency body convened on a regular basis to develop and coordinate preparedness, response, and incident management policy. This staff-level group evaluates various policy issues of interagency import regarding domestic preparedness and incident management and makes recommendations to Cabinet and agency
deputies and principals for decision. As appropriate, the chair of the HSC [Homeland Security Council] and Cabinet principals will present such policy issues to the President for decision. The DRG has no role regarding operational management during an actual incident.” (DHS, National Response Framework (Comment Draft), September 10, 2007, p. 51)

**DOR:** Disaster Operations and Recovery Section, Emergency Management Institute, FEMA.

**DPA:** Defense Production Act of 1950.

**DPMU:** Disaster Portable Morgue Unit.

**DRC:** Disaster Recovery Center.

**DRC:** Disaster Research Center, University of Delaware.

**DRF:** Disaster Relief Fund.

**DRG:** Domestic Readiness Group.

**Drill:** “A coordinated, supervised activity usually used to test a single specific operation or function in a single agency. Drills are commonly used to provide training on new equipment, develop or test new policies or procedures, or practice and maintain current skills. Typical attributes include the following: A narrow focus, measured against established standards; Instant feedback; Performance in isolation; Realistic environment.” (FEMA, NIMS Compliance Metrics Terms of Reference (For FY 2007), Oct.23, 2006, p. 3) [See “Exercise Types”]

**Drought:** (1) Prolonged absence or marked deficiency of precipitation. (2) period of abnormally dry weather sufficiently prolonged for the lack of precipitation to cause a serious hydrological imbalance. (WMO 1992, 198)

**DRR:** Disaster Risk Reduction.

**DSCA:** Defense Support of Civil Authorities.

**DUNS:** Data Universal Numbering System.

**EAG:** EMAC Advisory Group.

**Early Warning:** “The provision of timely and effective information, through identified institutions, that allows individuals exposed to a hazard to take action to avoid or reduce their risk and prepare for effective response. Early warning systems include a chain of concerns, namely: understanding and mapping the hazard; monitoring and forecasting impending events; processing and disseminating understandable warnings to political authorities and the population, and undertaking appropriate and timely actions in response to the warnings.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

EAS: Emergency Alert System.


Ecological Disaster: See, “Disaster, Ecological”

**Economic Injury Disaster Loan (EIDL, SBA):** “Small businesses and small agricultural cooperatives that have suffered substantial economic injury resulting from a physical disaster or an agricultural production disaster designated by the Secretary of Agriculture may be eligible for the SBA’s Economic Injury Disaster Loan Program. Substantial economic injury is the inability of a business to meet its obligations as they mature and to pay its ordinary and necessary operating expenses. An EIDL can help you meet necessary financial obligations that your business could have met had the disaster not occurred. It provides relief from economic injury caused directly by the disaster and permits you to maintain a reasonable working capital position during the period affected by the disaster. The SBA provides EIDL assistance only to those businesses we determine are unable to obtain credit elsewhere. The SBA can provide up to $1.5 million in disaster assistance to a business. This loan cap includes both economic injury and physical damage assistance. Your loan amount will be based on your actual economic injury and financial needs. The interest rate on EIDLs cannot exceed 4 percent per year. The term of these loans cannot exceed 30 years. Your term will be determined by your ability to repay the loan. (See SBA publication No. DA-2, Physical Disaster Business Loans.) (SBA, *Economic Injury Loans*, 2007)

EIDL: Economic Injury Disaster Loan (Small Business Administration)

El Niño: An anomalous warming of ocean water resulting from the oscillation of a current in the South Pacific, usually accompanied by heavy rain fall in the coastal region of Peru and Chile, and reduction of rainfall in equatorial Africa and Australia. (UN 1992, 26)

Elevations in the Threat Alert Level: “The term ‘elevations in the threat alert level’ means any designation (including those that are less than national in scope) that raises the homeland security threat level to either the highest second highest threat level under the Homeland Security Advisory System.” (U.S. Congress, *Implementing the 9/11 Commission Recommendations Act of 2007*, August 7, 2007, pp. 8-9)

EM: Emergency Management


EMAC: Emergency Management Assistance Compact.

**EMAC Advisory Group (EAG):** “The EAG, comprised of representatives from national organizations whose membership are EMAC stakeholders, facilitates the effective integration of
multi-discipline emergency response and recovery assets for nation-wide mutual aid through EMAC. Many of these resources are local teams which need the ability to be brought on as temporary state employees.” (NEMA, 2007 EMAC Operational Manual, April 2007. p. V-2)

**EMAP:** Emergency Management Accreditation Program.

**Emergencies Involving Chemical or Biological Weapons:** “Pursuant to 10 U.S.C. 382, in response to an emergency involving biological or chemical WMD that is beyond the capabilities of civilian authorities to handle, the Attorney General may request DOD assistance directly. Assistance to be provided includes monitoring, containing, disabling, and disposing of the weapon, as well as direct law enforcement assistance that would otherwise violate the Posse Comitatus Act. Among other factors, such assistance must be considered necessary for the immediate protection of human life.” (DHS, NRP (Draft #1), February 25, 2004, 70)

**Emergencies Involving Nuclear Materials.** “18 U.S.C. 831(e) authorizes the Attorney General to request DOD law enforcement assistance – including the authority to arrest and conduct searches – notwithstanding the prohibitions of the Posse Comitatus Act -- when both the Attorney General and Secretary of Defense agree that an “emergency situation” exists and the Secretary of Defense determines that the requested assistance will not impede military readiness. An emergency situations involving nuclear material is defined as a circumstance that poses a serious threat to the United States in which (1) enforcement of the law would be seriously impaired if the assistance were not provided and (2) civilian law enforcement personnel are not capable of enforcing the law. In addition, the statute authorizes DOD personnel to engage in “such other activity as is incident to the enforcement of this section, or to the protection of persons or property from conduct that violates this section.” (DHS, NRP (Draft #1), Feb 25, 2004, pp. 70-71)

**Emergency:** “An unexpected event which places life and/or property in danger and requires an immediate response through the use of routine community resources and procedures. Examples would be a multi-automobile wreck, especially involving injury or death, and a fire caused by lightning strike which spreads to other buildings.” Emergencies can be handled with local resources. (Drabek 1996, Session 2, p. 3)

**Emergency:** Any hurricane, tornado, storm, flood, highwater, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, nuclear accident, or other natural or manmade catastrophe in any part of the United States. Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety or to lessen the threat of a catastrophe in any part of the United States. (FEMA, Definitions of Terms, 1990)

**Emergency:** “Any occasion or instance--such as a hurricane, tornado, storm, flood, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, fire, explosion, nuclear accident, or any other natural or man-made catastrophe--that warrants action to save lives and to protect property, public health, and safety.” (FEMA, Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, p. GLO-2)
Emergency: “Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. The Governor of a State, or the Acting Governor in his/her absence, may request that the President declare an emergency when an incident occurs or threatens to occur in a State which would not qualify under the definition of a major disaster. Assistance authorized by an emergency declaration is limited to immediate and short-term assistance, and may not exceed $5 million, except when authorized by the FEMA Associate Director for Response and Recovery under certain conditions.” (FEMA Disaster Dictionary 2001, 39; cites Robert T Stafford Act 102; 44 CFR 206.2, 206.35; 206.63, 206.66, and 503)

Emergency: “Emergencies include acts of terrorism, hurricanes and severe storms.” (FEMA, Strategic Plan (Draft), October 10, 2007, p. 1)

Emergency: “Any event requiring increased coordination or response beyond the routine in order to save lives, protect property, protect the public health and safety, or lessen or avert the threat of a disaster.” (Michigan EMD 1998, 6)


Emergency: A more serious situation than an incident, but less serious than a disaster. (Oxford Canadian Dictionary, 1998; noted by Pearce 2000, Chapter 2, 2)

Emergency: “…an unexpected occurrence or sudden situation that requires immediate action…It may involve communities (as a disaster does) or individuals (which a disaster does not)…” (Porfiriev 1995, 291).

Emergency: An event in which established emergency organizations (such as the American Red Cross or utilities) need to expand their activities. (Quarantelli 1987, 25.)

Emergency: An extraordinary situation in which people are unable to meet their basic survival needs, or there are serious and immediate threats to human life and well being. An emergency situation may arise as a result of a disaster, a cumulative process of neglect or environmental degradation, or when a disaster threatens and emergency measures have to be taken to prevent or at least limit the effects of the eventual impact. (Simeon Institute 1998)

Emergency: “Any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.” (Stafford Act, (FEMA 592), June 2007, p. 14)

Emergency: “…a sudden critical juncture demanding immediate remedial action.” (Terry 2001, 327)
Emergency: A sudden and usually unforeseen event that calls for immediate measures to minimize its adverse consequences. (U.N. 1992, 26)

Emergency (Types): “Types of Emergencies: Emergencies take many forms. They can involve any combination of consequences stemming from:

- **Technological and man-made hazards:** nuclear waste disposal spills; radiological, toxic substance, or hazardous materials accidents; utilities failures; pollution; epidemics; crashes; explosions; urban fires.
- **Natural disasters:** earthquakes, floods, hurricanes, tornadoes, tsunami, sea surges, freezes, blizzards of snow and ice, extreme cold, forest fires, drought, and range infestation.
- **Internal disturbances:** civil disorders such as riots, demonstrations run amok, large-scale prison breaks, strikes leading to violence, and acts of terrorism.
- **Energy and material shortages:** from strikes, price wars, labor problems, and resource scarcity.
- **Attack:** the ultimate emergency—nuclear, conventional, chemical, or biological warfare.”

Emergency Alert System: A national communications network and public warning system started in 1994 that replaced the Emergency Broadcast System jointly administered by the Federal Communications Commission, FEMA, and the National Weather Service. The System requires broadcasters, cable television systems, wireless cable systems, satellite digital audio radio service (SDARS) providers and, effective in May 2007, direct broadcast satellite (DBS) service providers to provide the communications capability to the President to address the American public during a national emergency. The system also may be used by state and local authorities to deliver important emergency information such as AMBER alerts and weather information targeted to a specific area.”

Emergency Assistance: “Assistance required by individuals, families, and their communities to ensure that immediate needs beyond the scope of the traditional “mass care” services provided at the local level are addressed. These services include support to evacuations (including registration and tracking of evacuees); reunification of families; pet evacuation and sheltering; support to specialized shelters; support to medical shelters; nonconventional shelter management; coordination of donated goods and services; and coordination of voluntary agency assistance.”

Emergency Assistance Declaration Procedure, Stafford Act (Title V, Sec. 501, 42 U.S.C. 5191): “(a) Request and declaration - All requests for a declaration by the President that an emergency exists shall be made by the Governor of the affected State. Such a request shall be based on a finding that the situation is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments and that Federal assistance is necessary. As a part of such request, and as a prerequisite to emergency assistance under this Act, the Governor shall take appropriate action under State law and direct execution of the State's emergency plan. The Governor shall furnish information describing the State and
local efforts and resources which have been or will be used to alleviate the emergency, and will define the type and extent of Federal aid required. Based upon such Governor's request, the President may declare that an emergency exists.

(b) Certain emergencies involving Federal primary responsibility - The President may exercise any authority vested in him by section 502 or section 503 with respect to an emergency when he determines that an emergency exists for which the primary responsibility for response rests with the United States because the emergency involves a subject area for which, under the Constitution or laws of the United States, the United States exercises exclusive or preeminent responsibility and authority. In determining whether or not such an emergency exists, the President shall consult the Governor of any affected State, if practicable. The President's determination may be made without regard to subsection (a).” (Stafford Act, June 2007 (FEMA 592), p. 51)

**Emergency Declaration:** Under the Stafford Act, “An emergency declaration is more limited in scope and without the long-term Federal recovery programs of a major disaster declaration.” (DHS, NRF Comment Draft, September 2007, p. 39)

**Emergency/Disaster Management:** “An ongoing process to prevent, mitigate, prepare for, respond to, and recover from an incident that threatens life, property, operations, or the environment.” (NFPA 1600, 2007, p. 7)

**Emergency Management:** The entire process of planning and intervention for rescue and relief to reduce impact of emergencies as well as the response and recovery measures, to mitigate the significant social, economic and environmental consequences to communities and ultimately to the country, usually through an emergency operation center, EOC. (Disaster and Emergency Reference Center 1998)

**Emergency Management:** The process by which the uncertainties that exist in potentially hazardous situations can be minimized and public safety maximized. The goal is to limit the costs of emergencies or disasters through the implementation of a series of strategies and tactics reflecting the full life cycle of disaster, i.e., preparedness, response, recovery, and mitigation. (Drabek 1997)

**Emergency Management:** “Emergency management is the discipline and profession of applying science, technology, planning, and management to deal with extreme events that can injure or kill large numbers of people, do extensive damage to property, and disrupt community life.” (Drabek and Hoetmer 1991, xvii).

**Emergency Management:** “Activities that include prevention, preparedness, response, recovery, rehabilitation, advocacy, and legislation, of emergencies irrespective of their type, size, and location, and whose purpose is reduction in death, disability, damage, and destruction.” (Dykstra 2003, 3)

“…improving the livelihoods of individuals, communities and nations by measures required to put a stop to unwarranted deaths, disability, damage, and destruction.” (Dykstra 2003, 4)
Emergency Management: “...the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.” (EM Roundtable, 2007, p. 4)

Emergency Management: Organized analysis, planning, decision-making, and assignment of available resources to mitigate (lessen the effect of or prevent) prepare for, respond to, and recover from the effects of all hazards. The goal of emergency management is to save lives, prevent injuries, and protect property and the environment if an emergency occurs. (FEMA 1995, I-6).

Emergency Management: “The process through which America prepares for emergencies and disasters, responds to them, recovers from them, rebuilds, and mitigates their future effects.” (FEMA, Disaster Dictionary 2001, 40, citing FEMA Strategic Plan)


Emergency Management: “A simple definition is that emergency management is the discipline dealing with risk and risk avoidance.” (Haddow and Bullock 2003, 1)

Emergency Management: “Describes the science of managing complex systems and multidisciplinary personnel to address extreme events, across all hazards, and through the phases of mitigation, preparedness, response, and recovery.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-3, Glossary)

Emergency Management: “…‘emergency management’ means the preparation for and the coordination of all emergency functions, other than functions for which military forces or other federal agencies are primarily responsible, to prevent, minimize, and repair injury and damage resulting from disasters. The functions include the following:

(1) Firefighting services.
(2) Police services.
(3) Medical and health services.
(4) Rescue.
(5) Engineering.
(6) Warning services.
(7) Communications.
(8) Radiological, chemical, and other special weapons defense.
(9) Evacuation of persons from stricken areas.
(10) Emergency welfare services.
(11) Emergency transportation.
(12) Plant protection.
(13) Temporary restoration of public utility services.
(14) Other functions related to civilian protection.
(15) All other activities necessary or incidental to the preparation for and coordination of the functions described in subdivisions (1) through (14). (Indiana Code, 2005)
**Emergency Management:** “A Comprehensive system of policies, practices, and procedures designed to protect people and property from the effects of emergencies or disasters. It includes programs, resources, and capabilities to mitigate against, prepare for, respond to, and recover from effects of all hazards.” (Michigan DEM 1998, 6)

**Emergency Management:** “An ongoing process to prevent, mitigate, prepare for, respond to, and recover from an incident that threatens life, property, operations, or the environment.” (NFPA 1600, 2007, p. 7)

“The emergency management and business continuity community comprises many different entities including the government at distinct levels (e.g., federal, state/provincial, territorial, tribal, indigenous, and local levels); business and industry; nongovernmental organizations; and individual citizens. Each of these entities has its own focus, unique missions and responsibilities, varied resources and capabilities, and operating principles and procedures. Each entity can have its own definition of disaster.” (NFPA 1600, 2007, p. 11)

**Emergency Management:** "...the term 'emergency management' means the governmental function that coordinates and integrates all activities to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism or other man-made disasters;..." (Public Law 109-295 (120 Stat. 1394) October 4, 2006, Department of Homeland Security Appropriations Act, 2007 (also referred to as Post-Katrina Emergency Management Reform Act of 2006), Title 6, p. 40).

**Emergency Management:** Emergency management refers to “the expert systems that manage people and resources to deal with disasters.” (Rubin 2000, 1)

**Emergency Management:** A range of measures to manage risks to communities and the environment. It involves the development and maintenance of arrangements to prevent the effect of, prepare for, respond to or recover from events causing significant community disruption or environmental damage. (Salter 1997–98, 28)

**Emergency Management:** “The organization and management of resources and responsibilities for dealing with all aspects of emergencies, in particularly preparedness, response and rehabilitation. Emergency management involves plans, structures and arrangements established to engage the normal endeavours of government, voluntary and private agencies in a comprehensive and coordinated way to respond to the whole spectrum of emergency needs. This is also known as disaster management.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

**Emergency Management:** The organization and management of resources for dealing with all aspects of emergencies. Emergency management involves the plans, structures and arrangements which are established to bring together the normal endeavors of government, voluntary and private agencies in a comprehensive and coordinated way to deal with the whole spectrum of emergency needs including prevention, response and recovery. (Victorian Department of Justice 1997)
Emergency Management: “In simplest terms, emergency management is the management of risk so that societies can live with environmental and technical hazards and deal with the disasters that they cause.” (Waugh 2000, 3)

Emergency Management (and/or Business Continuity Advisory Committees): “Members of the advisory committee should participate with the clear understanding that the objective is to minimize turnover of committee members to maintain an effective committee. Within the private sector, representatives can include, but are not limited to, information technology and communications, plant operations, transportation, maintenance, engineering, personnel, public relations, environment, legal, finance, risk management, health and safety, security, stakeholders, and fire fighting/rescue. Within the public sector, representatives can include police, fire, emergency medical services, engineering, public works, environmental protection, public health, finance, education, emergency management, legal, transportation authorities, homeland security, stakeholders, and the military (e.g., the National Guard). When determining the representation on the committee, consideration should be given to public sector representation on a private sector committee and vice versa. This will help to establish a coordinated and cooperative approach to the program.” (NFPA 1600, 2007, p. 12)

Emergency Management and Response Information Sharing and Analysis Center (EMR-ISC): “About EMR-ISAC: The U.S. Fire Administration established the Emergency Management and Response-Information Sharing and Analysis Center (EMR-ISAC) to:

- Collect, analyze and disseminate Critical Infrastructure Protection (CIP) information in support of federal government initiatives, and
- Encourage the leaders, owners and operators of the ESS throughout the nation to practice CIP [Critical Infrastructure Protection].” (EMR-ISC, MRISC Brochure, March 2005)

Emergency Management and Response Information Sharing and Analysis Center (EMR-ISC) Mission: “The Mission of EMR-ISAC: The EMR-ISAC promotes CIP by providing timely and consequential information to the nation's ESS. It performs the following major tasks to accomplish this mission:

- Facilitates CIP information sharing between DHS and ESS.
- Disseminates CIP For Official Use Only (FOUO) Notices.
- Conducts daily research for current CIP issues.
- Publishes weekly INFOGRAMs and periodic CIP Bulletins.
- Develops instructional materials for CIP implementation or training needs.
- Provides no-cost technical CIP assistance to the ESS leadership.
- Encourages the reporting of CIP suspicious activities to the NICC.” (EMR-ISC, Brochure)

Emergency Management Assistance Compact (EMAC): “The EMAC was congressionally ratified in 1996 to provide a fast and flexible response system through which States send requested personnel and equipment to help disaster relief efforts in other States. All 50 States, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands have enacted legislation to become members of the EMAC.” (DHS, National Preparedness Guidelines, Sep. 2007, p. 12)

Emergency Management Assistance Compact (EMAC): “Administered by the National Emergency Management Association, EMAC is a congressionally ratified organization that
provides form and structure to the interstate mutual aid and assistance process. Through EMAC, a State can request and receive assistance from other member States.” (DHS, NRF Comment Draft, 2007, p. 38) For more detail about EMAC, see http://www.emacweb.org/.

**Emergency Management Assistance Compact (EMAC):** “EMAP uses NFPA 1600 as the basis for guidelines that are used to accredit state, local, and tribal emergency management programs. Accreditation involves review of documentation, observations, and interviews with program officials (e.g., officials with the emergency management agency and from partner agencies, such as transportation, health, utilities, environmental, and law enforcement). (NFPA 1600, 2007, p. 11)

**Emergency Management Mission:** “Emergency management protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.” (EM Roundtable, 2007, p. 4)

**Emergency Management Performance Grants:** “…to sustain and enhance emergency management capabilities in support of the Goal [National Preparedness Goal], the Emergency Management Performance Grants (EMPG) program is designed to assist States and Urban Areas achieve the target levels of capability to sustain and enhance the effectiveness of their emergency management program.” (DHS/ODP, Fiscal Year 2006 Emergency Management Performance Grants: Program Guidance and Applications Kit, November 2005, 40 pages, p. 4).

“A comprehensive state emergency management system must be inclusive of local programs and input. Local emergency management organizations should remain informed and have the opportunity to provide input to State planning processes. Although DHS expects States to include support for their local jurisdictions in the EMPG programs, each State is responsible for determining the appropriate amount of funding to be passed through to support the development or enhancement of local emergency management capabilities.” (DHS/ODP, FY 06 EMPG, p. 6)

“As a condition for receipt of funds, States must also comply with FY06 NIMS implementation Requirements… States are not required to receive accreditation under the EMAP Standard, but are required to use the EMAP Standard, the NEMB-CAP process, the NRP, and NIMS as a baseline around which to design their EMPG work plans.” (DHS/ODP, FY 06 EMPG, p. 7)

“EMPG has a 50% Federal and 50% State cost-share cash or in-kind match requirement. Unless otherwise authorized by law, Federal funds can not be matched with other Federal funds.” (DHS/ODP, FY 06 EMPG, p. 11)

“EMPG allowable costs are divided into planning, organization, equipment, training, and exercises categories. In addition, management and administration (M&A) costs are allowable.” (DHS/ODP, FY 06 EMPG, p. 13)

“While the EMPG program is not intended to support construction activities, DHS recognizes that an updated, functioning emergency operations center (EOC), accessible to and usable by individuals with disabilities, is a core component of an effective emergency management system.
Therefore, limited construction and renovation activities for EOCs are allowable under EMPG, consistent with past EMPG practices. The State must match 50% of any money used for construction and must comply with the Davis-Bacon Act.” (DHS/ODP, FY 06 EMPG, p. 16)

**Emergency Management Phases:** “Emergency Management Phases: Emergency-related activities are clustered into four phases that are related by time and function to all types of disasters. The phases are also related to each other, and each involves different types of skills.” [Mitigation, Preparedness, Response, Recovery.] (NGA, CEM Governors’ Guide, 1979, p. 12)

**Emergency Management Program:** “A program that implements the mission, vision, and strategic goals and objectives as well as the management framework of the program and organization.” (NFPA 1600, 2007, p. 7)

**Emergency Management Program Coordinator:** “The program coordinator should ensure the preparation, implementation, evaluation, and revision of the program. It is not the intent of this standard to restrict the users to program coordinator titles. It is recognized that different entities use various forms and names for their program coordinator that performs the functions identified in the standard. An example of a title for the public sector is emergency manager, and an example of a title for the private sector is business continuity manager. A written position description should be provided.” (NFPA 1600, 2007, p. 12)

**Emergency Management/Response Personnel:** “Emergency management/response personnel include Federal, State, territorial, tribal, substate regional, and local governments, private sector organizations, critical infrastructure owners and operators, nongovernmental organizations, and all other organizations and individuals who assume an emergency management role.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 23)

**Emergency Management Vision:** “Emergency management seeks to promote safer, less vulnerable communities with the capacity to cope with hazards and disasters.” (EM Roundtable, 2007, p. 4)

**Emergency Manager:** The person who has the day-to-day responsibility for emergency management programs and activities. The role is one of coordinating all aspects of a jurisdiction’s mitigation, preparedness, response, and recovery capabilities.

(The local emergency management position is referred to with different titles across the country, such as civil defense coordinator or director, civil preparedness coordinator or director, disaster services director, and emergency services director.)

**Emergency Manager:** “Emergency managers are professionals who practice the discipline of emergency management by applying science, technology, planning and management techniques to coordinate the activities of a wide array of agencies and organizations dedicated to preventing and responding to extreme events that threaten, disrupt, or destroy lives or property.” (Drabek 2002, Student Handout 1-2)

**Emergency Manager:** “The local emergency manager has the day-to-day responsibility of overseeing emergency management programs and activities. He or she works with chief elected
and appointed officials to ensure that there are unified objectives with regard to the community’s emergency response plans and activities. This role entails coordinating all aspects of a jurisdiction’s mitigation, preparedness, response and recovery capabilities. The emergency manager coordinates all components of the emergency management program for the community, to include assessing the availability and readiness of local resources most likely required during an incident and identifying any shortfalls. Other duties of the local emergency manager might include the following:

Coordinate the planning process and work cooperatively with other community agencies and private sector enterprises.

Oversee damage assessments during an incident.

Advise and inform local officials about emergency management activities during an incident.

Develop and execute public awareness and education programs.

Involve private sector businesses and relief organizations in planning, training and exercises.” (DHS, NRF Comment Draft, September 2007, p. 14)

Emergency Managers Weather Information Network (EMWIN): “As an integral part of its mission, the NWS recognizes the need to provide the emergency management community with access to a set of NWS warnings, watches, forecasts, and other products at no recurring cost. Toward that end, the Emergency Managers Weather Information Network (EMWIN) system was developed. In partnership with the Federal Emergency Management Agency (FEMA) and other public and private organizations, EMWIN is now evolving into a fully operational and supported NWS service. EMWIN is a suite of data access methods which make available a live stream of weather and other critical emergency information. Each method has unique advantages. EMWIN’s present methods in use or under development for disseminating the basic datastream include: Radio; Internet; Satellite.” (NOAA, Emergency Managers Weather Information Network)

Emergency Operations Center (EOC): “Local EOCs are the physical location where multi-agency coordination occurs. EOCs help form a common operating picture of the incident, relieve on-scene command of the burden of external coordination and secure additional resources. The core functions of an EOC include coordination, communications, resource dispatch and tracking and information collection, analysis and dissemination. EOCs may be permanent organizations and facilities that are staffed 24 hours a day, 7 days a week, or they may be established to meet short-term needs. Standing EOCs – or those activated to support larger, more complex incidents – are typically established in a central or permanently established facility. Such permanent facilities in larger communities are typically directed by a full-time emergency manager. EOCs may be organized by discipline (fire, law enforcement, medical services, etc.), by jurisdiction (city, county, region, etc.), by Emergency Support Function (communications, public works, engineering, transportation, resource support, etc.) or, more likely, by some combination thereof.” (DHS, NRF Comment Draft, 2007, pp. 48-49)
Emergency Operations Center (EOC): Emergency operations centers (EOCs) represent the physical location at which the coordination of information and resources to support incident management activities normally takes place.” (NFPA 1600, 2007, p. 18)

Emergency Operations Center (EOC): “The pre-designated facility established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency. The EOC coordinates information and resources to support domestic incident management activities.” (USCG, IM Handbook, 2006, Glossary 25-6)

Emergency Operations Plan (EOP): An all-hazards document that specifies actions to be taken in the event of an emergency or disaster event; identifies authorities, relationships, and the actions to be taken by whom, what, when, and where, based on predetermined assumptions, objectives, and existing capabilities.

Emergency Operations Plan (EOP): “A document that: describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.” (FEMA, Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, p. GLO-4)


Emergency Planning & Community Right to Know Act (42 U.S.C. 11001 et seq., 1986): “Also known as Title III of SARA, EPCRA was enacted by Congress as the national legislation on community safety. This law was designated to help local communities protect public health, safety, and the environment from chemical hazards. To implement EPCRA, Congress required each state to appoint a State Emergency Response Commission (SERC). The SERC’s were required to divide their states into Emergency Planning Districts and to name a Local Emergency Planning Committee (LEPC) for each district. Broad representation by fire fighters, health officials, government and media representatives, community groups, industrial facilities, and emergency managers ensures that all necessary elements of the planning process are represented.” (EPA, EPCRA)

Emergency Planning Zones (EPZ): “Areas around a facility for which planning is needed to ensure prompt and effective actions are taken to protect the health and safety of the public if an accident occurs. The REP [Radiological Emergency Preparedness] Program and CSEPP use the EPZ concept.” (FEMA, Guide For All-Hazard Emergency Operations Planning, 1996, GLO-3)

Emergency Preparedness: “The term ‘emergency preparedness’ means all those activities and measures designed or undertaken to prepare for or minimize the effects of a hazard upon the civilian population, to deal with the immediate emergency conditions which would be created by the hazard, and to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by the hazard. Such term includes the following:
(A) Measures to be undertaken in preparation for anticipated hazards (including the establishment of appropriate organizations, operational plans, and supporting agreements, the recruitment and training of personnel, the conduct of research, the procurement and stockpiling of necessary materials and supplies, the provision of suitable warning systems, the construction or preparation of shelters, shelter areas, and control centers, and, when appropriate, the nonmilitary evacuation of the civilian population).

(B) Measures to be undertaken during a hazard (including the enforcement of passive defense regulations prescribed by duly established military or civil authorities, the evacuation of personnel to shelter areas, the control of traffic and panic, and the control and use of lighting and civil communications).

(C) Measures to be undertaken following a hazard (including activities for fire fighting, rescue, emergency medical, health and sanitation services, monitoring for specific dangers of special weapons, unexploded bomb reconnaissance, essential debris clearance, emergency welfare measures, and immediately essential emergency repair or restoration of damaged vital facilities).” (Stafford Act, Title VI, Emergency Preparedness, Sec. 602. Definitions (42 U.S.C. 5195a), June 2007 (FEMA 592), pp. 54-55)

Emergency Preparedness System and Responsibilities, Stafford Act (Title VI, Sec. 601. Declaration of policy (42 U.S.C. 5195)):

“The purpose of this title is to provide a system of emergency preparedness for the protection of life and property in the United States from hazards and to vest responsibility for emergency preparedness jointly in the Federal Government and the States and their political subdivisions. The Congress recognizes that the organizational structure established jointly by the Federal Government and the States and their political subdivisions for emergency preparedness purposes can be effectively utilized to provide relief and assistance to people in areas of the United States struck by a hazard. The Federal Government shall provide necessary direction, coordination, and guidance, and shall provide necessary assistance, as authorized in this title so that a comprehensive emergency preparedness system exists for all hazards.” (Stafford Act, June 2007 (FEMA 592), p. 54)

Emergency Public Information (EPI): “The EPI function gives the public accurate, timely, and useful information and instructions throughout the emergency period. The EPI organization initially focuses on the dissemination of information and instructions to the people at risk in the community. However, the EPI organization also must deal with the wider public's interest and desire to help or seek information. People may call to find out about loved ones. They may call to offer help, or simply send donations. They may even urge Federal action. Good, timely information can help prevent overloading a jurisdiction's communications network, its transportation infrastructure, and its staff.” (FEMA, Guide For All-Hazard Emergency Operations Planning (State and Local Guide (SLG) 101), 1996, p. 5-D-1)
**Emergency Public Information:** Information which is disseminated primarily in anticipation of an emergency or at the actual time of an emergency and in addition to providing information as such, frequently directs actions, instructs, and transmits direct orders. *(Simeon Institute 1998)*


**Emergency Response Teams (ERT):** “The ERT is the principal interagency group that supports the PFO and/or the FCO in coordinating the overall Federal incident operation. The ERT can be augmented by an advanced element known as the ERT-A and/or a national headquarters-level team, known as the ERT-N, deployed for large-scale high visibility events. The ERT provides staffing for the JFO and ensures Federal resources are available to meet incident management and State requirements identified by the State Coordinating Officer. The size and composition of the ERT is scalable and can range from a small organization focusing on recovery operations to all ESF primary and support agencies undertaking the full range of prevention, preparedness, response and recovery activities.” *(DHS, National Response Plan (Draft #1), February 25, 2004, p. 36)*


**Emergency Response Teams (ERT-A):** “The ERT-A responds during the early stages of an incident. It is headed by a team leader from FEMA and is composed of program and support staff and representatives from selected ESF primary agencies. A part of the ERT-A deploys to the State EOC or to other locations to work directly with the State to obtaining information on the impact of the event and to identify specific State requests for Federal incident management assistance. Other elements of the ERT-A (including Mobile Emergency Response Support (MERS) personnel and equipment) deploy directly to or near the affected area to establish field communications, locate and establish field facilities, and set up operations. The ERT-A identifies or validates the suitability of candidate sites for the location of mobilization center(s) and the JFO.” *(DHS, National Response Plan (Draft #1), February 25, 2004, p. 36)*


**Emergency Response Teams (ERT-N):** “An ERT-N is a headquarters-level national team that deploys to large-scale, high visibility incidents. An ERT-N may pre-deploy based on threat conditions. The Secretary of Homeland Security determines the need for ERT-N deployment, coordinating the plans with the affected region and other Federal agencies. The ERT-N includes staff from FEMA Headquarters and regional offices as well as other Federal agencies. (Three ERT-N teams are structured with one team on call every third month. A fourth standing team is on-call year-round exclusively to respond to incidents in the National Capital Region (NCR)). *(DHS, National Response Plan (Draft #1), February 25, 2004, p. 36)*
Emergency Risk Management: “Emergency risk management is a ‘systematic process that produces a range of measures that contribute to the well-being of communities and the environment’. It includes: context definition; risk identification; risk analysis; risk evaluation; risk treatment; monitoring and reviewing; and, communicating and consulting.” (Emergency Management Australia 2000, 1)

Emergency Services Sector (ESS): “The emergency services sector (ESS) is our first line of defense: local police, fire and rescue, emergency medical services, public health departments, and public works departments.” (University Consortium for Infrastructure Protection, Critical Infrastructure Protection in the National Capital Region, September 2005, p. 4)

Emergency Support Function (ESF): “From the National Response Plan (NRP), a grouping of government and certain private-sector capabilities into an organizational structure to provide support, resources, and services.” (HSC, NCPIP, August 2007, p. 61)

Emergency Support Functions (ESFs): “ESFs provide the structure for coordinating Federal interagency support for a Federal response to an incident. ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents where Federal departments or agencies request DHS assistance or under other circumstances as defined in HSPD-5. Not all national incidents result in the activation of ESFs. ESFs may be activated to support headquarters, regional and/or field activities.” (DHS, Overview: ESF and Support Annexes Coordinating Federal Assistance In Support of the National Framework (Draft), September 10, 2007, p. 9)

Emergency Support Functions (ESFs): “The Federal Government organizes much of its resources and capabilities – as well as those of certain private sector and non-governmental organizations – under 15 Emergency Support Functions. ESFs align categories of resources and provide strategic objectives for their use. ESFs utilize standardized resource management concepts such as typing, inventorining and tracking to facilitate the dispatch, deployment and recovery of resources before, during and after an incident. The Framework identifies primary ESF agencies on the basis of authorities and resources. Support agencies are assigned based on the availability of resources in a given functional area. ESFs provide the greatest possible access to Federal department and agency resources regardless of which organization has those resources.” (DHS, NRF Comment Draft, September 2007, p. 28) The ESFs are:

ESF #1: Transportation (Coordinator: Department of Transportation)
ESF #2: Communications (Coordinator: DHS, National Communications Systems)
ESF #3: Public Works and Engineering (Coordinator: DOD, Army Corps of Engineers)
ESF #4: Firefighting (Coordinator: USDA, U.S. Forest Service)
ESF #5: Emergency Management (Coordinator: DHS: FEMA)
ESF #6: Mass Care, Emergency Assistance, Housing/Human Services (DHS, FEMA)
ESF #7: Resource Support (Coordinator: General Services Administration)
ESF #8: Public Health and Medical Services (Coordinator: HHS)
ESF #9: Search & Rescue (Coordinator: DHS, FEMA)
ESF #10: Oil and Hazardous Materials Response (Coordinator: EPA)
ESF #11: Agriculture and Natural Resources (Coordinator: USDA)
ESF #12: Energy (Coordinator: Department of Energy)
ESF #13: Public Safety and Security (Coordinator: Department of Justice)
ESF #14: Long Term Community Recovery (Coordinator: DHS, FEMA)
ESF #15: External Affairs (Coordinator: DHS)
(DHS, NRF Comment Review, September 2007, pp. 56-57; includes expanded list)

Emergency Support Function (ESF) #1 – Transportation: Purpose: “provides support to the Department of Homeland Security (DHS) by assisting Federal, State, tribal, and local governmental entities, voluntary organizations, nongovernmental organizations, and the private sector in the management of transportation systems and infrastructure during domestic threats or in response to incidents. ESF #1 also participates in prevention, preparedness, and recovery activities. ESF #1 carries out the Department of Transportation (DOT)’s statutory responsibilities, including regulation of transportation, management of the Nation’s airspace, and ensuring the safety and security of the national transportation system.” (DHS, NRF Emergency Support Function #1 – Transportation Annex (Comment Draft). September 10, 2007, p. 1)

Emergency Support Function (ESF) #2 – Communications: Purpose: “supports the restoration of public 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 State, tribal and local first responders when their systems have been impacted, and provides communications and information technology support to the Joint Field Office (JFO) and JFO field teams. With the rapid convergence of communications, Internet, and information technology (IT), the National Communications System (NCS) and the National Cyber Security Division (NCSD) work closely to coordinate the ESF #2 response. This convergence requires increased synchronization of effort and capabilities between the communications and information technology sectors.” (DHS, NRF Emergency Support Function #1 – Communications Annex (Comment Draft). September 10, 2007, p. 1)

Emergency Support Function (ESF) #3 -- Public Works and Engineering: “Scope: ESF #3 is structured to provide public works and engineering-related support for the changing requirements of domestic incident management to include preparedness, response, and recovery actions. Activities within the scope of this function include conducting preincident and postincident assessments of public works and infrastructure; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include engineering expertise, construction management, and contracting and real estate services; providing emergency repair of damaged infrastructure and critical facilities; and implementing and managing the DHS/Federal Emergency Management Agency (FEMA) Public Assistance
Program and other recovery programs.” (DHS, *NRF Emergency Support Function #3 – Public Works and Engineering Annex* (Comment Draft), September 10, 2007, p. 1)

**Emergency Support Function (ESF) #4 – Firefighting:** “Purpose: Emergency Support Function (ESF) #4 – Firefighting provides Federal support for the detection and suppression of wildland, rural, and urban fires resulting from, or occurring coincidentally with, an incident requiring a coordinated Federal response for assistance. Scope: ESF #4 manages and coordinates firefighting activities, including the detection and suppression of fires on Federal lands, and provides personnel, equipment, and supplies in support of State, tribal, and local agencies involved in rural and urban firefighting operations.” (DHS, *National Response Framework Emergency Support Function #4 – Firefighting Annex* (Comment Draft), Sep.10, 2007, p. 1)

**Emergency Support Function (ESF) #5 – Emergency Management:** “Purpose: ESF #5 – Emergency Management is responsible for supporting overall activities of the Federal Government for domestic incident management. ESF #5 provides the core management and administrative functions in support of National Response Coordination Center (NRCC), Regional Response Coordination Center (RRCC), and Joint Field Office (JFO) operations. Scope: ESF #5 serves as the coordination ESF for all Federal departments and agencies across the spectrum of domestic incident management from hazard mitigation and preparedness to response and recovery. ESF #5 will identify resources for alert, activation, and subsequent deployment for quick and effective response.” (DHS, *NRF Emergency Support Function #5 – Emergency Management Annex* (Comment Draft), September 10, 2007, p. 1)

**Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex:** “Purpose: Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services supports and augments State, regional, tribal, local, and nongovernmental organization (NGO) mass care, emergency assistance, housing, and human services missions. The purpose of this ESF is to ensure that the needs of disaster-impacted populations are addressed by coordinating Federal assistance to impacted areas…. Scope: When directed by the President, ESF #6 services and programs are implemented to assist individuals and households impacted by potential or actual disaster incidents. The Department of Homeland Security/Federal Emergency Management Agency (DHS/FEMA) coordinates and leads Federal resources as required to support State, tribal, and local governments and NGOs in the performance of mass care, emergency assistance, housing, and human services missions.” (DHS, *National Response Framework Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex* (Comment Draft), September 10, 2007, p. 2)

**Emergency Support Function #7 – Resource Support Annex:** “Purpose -- Emergency Support Function (ESF) #7 – Resource Support assists the Department of Homeland Security (DHS), supporting Federal agencies and State, tribal, and local governments requiring resource support prior to, during, and/or after incidents requiring a coordinated Federal response. Scope -- Resource support to Federal, State, tribal, and local governments consists of emergency relief supplies, facility space, office equipment, office supplies, telecommunications (in accordance with the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies), contracting services, transportation services (in coordination with ESF #1 – Transportation), and personnel required to support
immediate response activities. ESF #7 provides support for requirements not specifically identified in other ESFs, including excess and surplus property. Resource support may continue until the disposition of excess and surplus property, if any, is completed.” (DHS, NRF ESF #7 – Resource Support Annex (Comment Draft), September 10, 2007, p. 1)

**Emergency Support Function (ESF) #8 – Public Health and Medical Services:** “…provides the mechanism for coordinated Federal assistance to supplement State, tribal, and local resources in response to a public health and medical disaster, potential or actual incidents requiring a coordinated Federal response, and/or during a developing potential health and medical emergency. Public Health and Medical Services includes behavioral health needs consisting of both mental health and substance abuse considerations for incident victims and response workers and, as appropriate, at-risk population groups defined in the Base Plan as individuals in need of additional medical response assistance, and veterinary and/or animal health issues.” (DHS, NRF ESF #8 – Public Health and Medical Services Annex (Comment Draft), September 10, 2007, p.1)

**Emergency Support Function (ESF) #9 – Search and Rescue (SAR):** ‘…rapidly deploys components of the Federal SAR Response System to provide specialized lifesaving assistance to State, tribal, and local authorities when activated for incidents or potential incidents requiring a coordinated Federal response. The Federal SAR Response System is composed of the primary agencies that provide specialized SAR operations during incidents or potential incidents requiring a coordinated Federal response.

- Structure Collapse (Urban) Search and Rescue (US&R)
- Waterborne Search and Rescue
- Inland/Wilderness Search and Rescue
- Aeronautical Search and Rescue

SAR services include the performance of distress monitoring, communications, location of distressed personnel, coordination, and execution of rescue operations including extrication or evacuation along with the provisioning of medical assistance and civilian services through the use of public and private resources to assist persons and property in potential or actual distress.” (DHS, NRF ESF #9 – Search and Rescue Annex (Comment Draft), September 10, 2007, p.1)

**Emergency Support Function (ESF) #10 – Oil and Hazardous Materials Response:** “ESF #10 provides for a coordinated response to actual or potential oil and hazardous materials incidents by placing the hazard-specific response mechanisms of the NCP within the broader National Response Framework coordination structure. ESF #10 includes the appropriate response and recovery actions to prepare for, prevent, minimize, or mitigate a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents. Hazardous materials addressed under the NCP include chemical, biological, and radiological substances, whether accidentally or intentionally released. These include certain chemical, biological, and radiological substances considered weapons of mass destruction (WMD).” (DHS, National Response Framework Emergency Support Function #10 – Oil and Hazardous Materials Response Annex (Comment Draft), September 10, 2007, p. 1)

**Emergency Support Function (ESF) #11 – Agriculture and Natural Resources:** “…supports State, tribal, and local authorities and other Federal agency efforts to address: (1) provision of nutrition assistance; (2) control and eradication of an outbreak of a highly contagious or
economically devastating animal/zoonotic disease, highly infective exotic plant pest, or economically devastating plant pest infestation; (3) assurance of the safety and security of the commercial food supply (under Department of Agriculture (USDA) jurisdictions and authorities); (4) protection of natural and cultural resources and historic properties (NCH) resources when activated by the Secretary for incidents requiring a coordinated Federal response; and (5) the safety and well-being of household pets.” (DHS, National Response Framework Emergency Support Function #11 – Agriculture and Natural Resources Annex (Comment Draft), Sep. 10, 2007, p. 1)

Emergency Support Function (ESF) #12 – Energy: ESF12 “is intended to facilitate the restoration of damaged energy systems and components when activated by the Secretary for incidents requiring a coordinated Federal response. Under Department of Energy (DOE) leadership, ESF #12 is an integral part of the larger DOE responsibility of maintaining continuous and reliable energy supplies for the United States through preventive measures and restoration and recovery actions. ESF #12 collects, evaluates, and shares information on energy system damage and estimations on the impact of energy system outages within affected areas. Additionally, ESF #12 provides information concerning the energy restoration process such as projected schedules, percent completion of restoration, geographic information on the restoration, and other information as appropriate. ESF #12 facilitates the restoration of energy systems through legal authorities and waivers. ESF #12 also provides technical expertise to the utilities, conducts field assessments, and assists government and private-sector stakeholders to overcome challenges in restoring the energy system.” (DHS, NRF Emergency Support Function #12 – Energy Annex (Comment Draft). September 10, 2007, p.1)

Emergency Support Function (ESF) #13 – Public Safety and Security: ESF 13 “integrates Federal public safety and security capabilities and resources to support the full range of incident management activities associated with potential or actual incidents requiring a coordinated Federal response. ESF #13 provides a mechanism for coordinating and providing Federal-to-Federal support; Federal support to State, tribal, and local authorities; and/or support to other ESFs, consisting of noninvestigative law enforcement, public safety, and security capabilities and resources during potential or actual incidents requiring a coordinated Federal response. ESF #13 capabilities support incident management requirements including but not limited to, force and critical infrastructure protection, security planning and technical assistance, technology support, and general law enforcement assistance in both pre-incident and post-incident situations. ESF #13 is activated in situations requiring extensive public safety and security and where State and local government resources are overwhelmed or are inadequate, or in pre-incident or post-incident situations that require protective solutions or capabilities unique to the Federal Government.” (DHS, National Response Framework Emergency Support Function #13 – Public Safety and Security Annex (Comment Draft), Sep.2007, 1)

Emergency Support Functions Coordinator: “The ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has continuing responsibilities throughout the preparedness, response, and recovery phases of incident management.” (DHS, Overview: ESF and Support Annexes Coordinating Federal Assistance In Support of the National Framework (Draft), September 10, 2007, p. 10)
Emergency Support Functions Primary Agency(ies): “An ESF primary agency is a Federal agency with significant authorities, resources, or capabilities for a particular function within an ESF. Some ESFs have more than one primary function and, therefore, more than one primary agency. ESFs with multiple primary agencies designate one of those primary agencies to serve as the ESF coordinator for the purposes of pre-incident planning and coordination.” (DHS, Overview: ESF and Support Annexes Coordinating Federal Assistance In Support of the National Framework (Draft), Sep.10, 2007, p. 10)

Emergency Support Functions Support Agencies: “Support agencies are those entities with specific capabilities or resources that support the primary agency(ies) in executing the mission of the ESF.” (DHS, Overview: ESF and Support Annexes Coordinating Federal Assistance In Support of the National Framework (Draft), Sep.10, 2007, p. 10)

Emergency Support Function Teams (ESFTs): “FEMA coordinates incident response support from across the Federal Government by calling up, as needed, one or more of the 15 ESF teams. The ESF teams are coordinated by FEMA through its NRCC. During a response, ESFs are a critical mechanism to coordinate functional capabilities and resources provided by Federal departments and agencies, along with certain private sector and nonprofit organizations. They represent an effective way to bundle and funnel resources and capabilities to local, State and other responders. These functions are coordinated by a single agency but may rely on several agencies that provide resources for each functional area. The mission of the ESF is to provide the greatest possible access to capabilities of the Federal Government regardless of which agency has those capabilities. The ESFs serve as the primary operational-level mechanism to provide assistance in functional areas such as transportation, communications, public works and engineering, firefighting, mass care, housing, human services, public health and medical services, search and rescue, agriculture and energy.” (DHS, NRF Comment Draft, 2007, p. 55)

Emergency Support Services: The departments of local government that have the capability to respond to emergencies 24 hours a day. They typically include law enforcement, fire, rescue, and public works. They may also be referred to as emergency response personnel or emergency operating forces.

Emergency Support Team (Sec. 303, 42 U.S.C. 5144): “The President shall form emergency support teams of Federal personnel to be deployed in an area affected by a major disaster or emergency. Such emergency support teams shall assist the Federal coordinating officer in carrying out his responsibilities pursuant to this Act. Upon request of the President, the head of any Federal agency is directed to detail to temporary duty with the emergency support teams on either a reimbursable or nonreimbursable basis, as is determined necessary by the President, such personnel within the administrative jurisdiction of the head of the Federal agency as the President may need or believe to be useful for carrying out the functions of the emergency support teams, each such detail to be without loss of seniority, pay, or other employee status.” (Stafford Act, June 2007 (FEMA 592), p. 23)

EMI: Emergency Management Institute, National Emergency Training Center, FEMA/DHS, Emmitsburg, MD.


**Enduring Constitutional Government:** “‘Enduring Constitutional Government,’ or ‘ECG,’ means a cooperative effort among the executive, legislative, and judicial branches of the Federal Government, coordinated by the President, as a matter of comity with respect to the legislative and judicial branches and with proper respect for the constitutional separation of powers among the branches, to preserve the constitutional framework under which the Nation is governed and the capability of all three branches of government to execute constitutional responsibilities and provide for orderly succession, appropriate transition of leadership, and interoperability and support of the National Essential Functions during a catastrophic emergency.” (White House, HSPD-20, May 9, 2007)

**Entity:** “A governmental agency or jurisdiction, private or public company, partnership, nonprofit organization, or other organization that has emergency management and continuity of operations responsibilities.” (NFPA 1600, 2007, p. 7)

**Environmental Hazard:** “A condition capable of posing an unreasonable risk to air, water, or soil quality and to plants or wildlife.” (NFPA 471, 1997, p. 8)

EOC: Emergency Operations Center.

EOP: Emergency Operations Planning

EOP: Executive Office of the President.

EPA: Environmental Protection Agency.

EPI: Emergency Public Information.

Epicenter: “The point on the Earth’s surface above the point at depth in the Earth’s crust where an earthquake begins.” (USGS, Putting Down Roots in Earthquake Country, 2007, Glossary)

Epidemic: “The occurrence of more cases of a disease than would be expected in a community or region during a given time period. A sudden severe outbreak of a disease such as SARS. From the Greek "epi-", "upon" + "demos", "people or population" = "epidemos" = ‘upon the population’." (MedicineNet.com, Definition of Epidemic, 2003)

**Epidemiologic Surveillance:** “The term ‘epidemiologic surveillance’ means the process of actively gathering and analyzing data related to human health and disease in a population in order to obtain early warning of human health events, rapid characterization of human disease events, and overall situational awareness of disease activity in the human population.” (White House, HSPD 21, October 18, 2007)
ERC: Emergency Response Center.

ERT: Emergency Response Team.

ESF: Emergency Support Function.

ESS: Emergency Services Sector.

**Essential Functions:** “The critical activities that are performed by organizations, especially after a disruption of normal activities. There are three categories of essential functions: National Essential Functions (NEFs), Primary Mission Essential Functions (PMEFs), and Mission Essential Functions (MEFs).” (HSC, *National Continuity Policy Implementation Plan*, p. 62)

**Essential Services Provider** (within the context of the Stafford Act): “…essential services provider’ means an entity that provides: telecommunications service; electrical power; natural gas; water and sewer services; or any other essential service, as determined by the President; and is a municipal entity; a nonprofit entity; or a private, for-profit entity; and is contributing to efforts to respond to an emergency or major disaster.” (DHS, *National Response Framework List of Authorities and References* (Draft), September 10, 2007, p. 3)

ETC: Emergency Transportation Center.

ETIS: Emergency Traffic Information System.

ETO: Emergency Transportation Operations.

**Evacuation:** Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.” (DHS, *National Response Framework (Draft) Glossary/Acronyms*, September 10, 2007)

**Evacuation (Mandatory or Directed):** “This is a warning to persons within the designated area that an imminent threat to life and property exists and individuals MUST evacuate in accordance with the instructions of local officials.” (FEMA, *Guide For All-Hazard Emergency Operations Planning* (State and Local Guide (SLG) 101), September 1996, GLO-6)

**Evacuation (Notice versus No-Notice).** “These evacuations are also in the context of either a notice evacuation where sufficient planning time exists to warn citizens and to effectively implement a plan, or a no-notice evacuation where circumstances require immediate implementation of contingency plans.” (DOT, *Catastrophic Hurricane Evacuation Plan Evaluation: Report to Congress*, June 1, 2006, p. 2-2)

**Evacuation (Spontaneous):** “Residents or citizens in the threatened areas observe an emergency event or receive unofficial word of an actual or perceived threat and without receiving instructions to do so, elect to evacuate the area. Their movement, means, and direction of travel is unorganized and unsupervised.” (FEMA, *Guide For All-Hazard Emergency Operations Planning* (State and Local Guide (SLG) 101), September 1996, p. GLO-5)
Evacuation (Voluntary): “This is a warning to persons within a designated area that a threat to life and property exists or is likely to exists in the immediate future. Individuals issued this type of waning or order are NOT required to evacuate, however it would be to their advantage to do so.” (FEMA, Guide For All-Hazard Emergency Operations Planning (State and Local Guide (SLG) 101), September 1996, GLO-6)

Event: “A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g. NSSES, Opsail, parades, concerts, or sporting activities. The event IAP usually includes contingency plans for possible incidents that might occur during the event.” (USCG, IM Handbook, 2006, Glossary 25-7)

Event (Catastrophic): “For purposes of this plan [NRP 2004], a catastrophic event is any natural or manmade incident, including terrorism, which leaves extraordinary levels of mass casualties, damage and disruption severely affecting the population, infrastructure, environment, and economy. A catastrophic event results in sustained national impacts over a prolonged period of time; exceeds resources normally available in the local, State, Federal, and private sectors; and significantly interrupt governmental operations and emergency services to such an extent that national security could be threatened. In contrast to a Major Disaster or Emergency as defined in the Stafford Act, a catastrophic event is characterized as an incident of low or unknown probability but extremely high consequences.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 60)

Executive Order 11988: Floodplain Management: “Executive Order 11988 requires federal agencies to avoid to the extent possible the long and short-term adverse impacts associated with the occupancy and modification of flood plains and to avoid direct and indirect support of floodplain development wherever there is a practicable alternative. In accomplishing this objective, "each agency shall provide leadership and shall take action to reduce the risk of flood loss, to minimize the impact of floods on human safety, health, and welfare, and to restore and preserve the natural and beneficial values served by flood plains in carrying out its responsibilities" for the following actions:

- acquiring, managing, and disposing of federal lands and facilities;
- providing federally-undertaken, financed, or assisted construction and improvements;
- conducting federal activities and programs affecting land use, including but not limited to water and related land resources planning, regulation, and licensing activities.

Summary of Requirements -- The guidelines address an eight-step process that agencies should carry out as part of their decision-making on projects that have potential impacts to or within the floodplain. The eight steps…reflect the decision-making process required in Section 2(a) of the Order.

- Determine if a proposed action is in the base floodplain (that area which has a one percent or greater chance of flooding in any given year).
- Conduct early public review, including public notice.
Identify and evaluate practicable alternatives to locating in the base floodplain, including alternative sites outside of the floodplain.

Identify impacts of the proposed action.

If impacts cannot be avoided, develop measures to minimize the impacts and restore and preserve the floodplain, as appropriate.

Reevaluate alternatives.

Present the findings and a public explanation.

Implement the action.” (FEMA, “Executive Order 11988: Floodplain Management”)

Executive Order 12148: “Executive Order 12148, Federal Emergency Management, July 20, 1979, as amended, designates FEMA as the lead federal agency for coordination and direction of Federal disaster relief, emergency assistance, and emergency preparedness. The order also delegates to FEMA the President’s relief and assistance authority under the Stafford Act, with the exception of the declaration of a major disaster or emergency.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 71)

Executive Order 12656: “Executive Order 12656, Assignment of Emergency Preparedness Responsibilities, November 18, 1988, as amended, assigns lead and support responsibilities to each of the Federal agencies for national security emergency preparedness. Amendment designates Department of Homeland Security as the lead agency for coordinating programs and plans among all Federal departments and agencies.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 71)

Exercise Library Evaluation Guide: “An online reference library of exercise evaluation information including links to evaluator training programs, exercise evaluation documents such as the Homeland Security Exercise and Evaluation Program (HSEEP) After-Action Report/Improvement Plan (AAR/IP) Template, and other resources. An online Exercise Evaluation Guide (EEG) repository, where exercise planners, evaluators, and participants can access and download the latest versions of the HSEEP EEGs. An EEG Builder tool, allowing Lead Exercise Evaluators to create custom Homeland Security Exercise and Evaluation Program (HSEEP)-compliant EEGs tailored to their specific exercise needs. (DHS, Welcome to the Exercise Evaluation Guide Library)

Exercise Types:

“Drill: A coordinated, supervised activity usually used to test a single specific operation or function in a single agency. Drills are commonly used to provide training on new equipment, develop or test new policies or procedures, or practice and maintain current skills. Typical attributes include the following: A narrow focus, measured against established standards; Instant feedback; Performance in isolation; Realistic environment.

Full Scale Exercise (FSE): A multi-agency, multi-jurisdictional, multi-organizational activity that tests many facets of preparedness. They focus on implementing and analyzing the plans, policies, procedures, and cooperative agreements developed in discussion-based exercises and honed in previous, smaller, operations-based exercises. In FSEs, the reality of operations in multiple functional areas presents complex and realistic problems that require critical thinking,
rapid problem solving, and effective responses by trained personnel. During FSEs, events are projected through a scripted exercise scenario with built-in flexibility to allow updates to drive activity. FSEs are conducted in a real-time, stressful environment that closely mirrors real events.

Functional Exercise (FE): An activity designed to test and evaluate individual capabilities, multiple functions, activities within a function, or interdependent groups of functions. Events are projected through an exercise scenario with event updates that drive activity at the management level. An FE simulates the reality of operations in a functional area by presenting complex and realistic problems that require rapid and effective responses by trained personnel in a highly stressful environment.

Tabletop Exercise (TTX): An activity that involves key personnel discussing simulated scenarios in an informal setting. This type of exercise can be used to assess plans, policies, and procedures or to assess the systems needed to guide the prevention of, response to, and recovery from a defined incident. TTXs typically are aimed at facilitating understanding of concepts, identifying strengths and shortfalls, and achieving changes in attitude. Participants are encouraged to discuss issues in depth and develop decisions through slow-paced problem solving, rather than the rapid, spontaneous decision making that occurs under actual or simulated emergency conditions.”

Exposure: “The number, types, qualities, and monetary values of various types of property or infrastructure and life that may be subject to an undesirable or injurious hazard event.” (APA, Planning For A Disaster-Resistant Community, March 19, 2005, p. 81)

Exposure (and Vulnerability): “In Order to contract infectious disease, you need to be exposed to the microbe that causes the disease. However, some people are exposed and never become ill, while others may die from the same exposure. If we call the person who is exposed a ‘host’, the host may have certain vulnerabilities or strengths that alter the outcome of the exposure. The host may have inherited genetic traits that limit his or her vulnerability to a certain class of microbes, or may have previous experience with the specific microbe, and thus have an immune-response system that is poised and ready to fight off the microbial invader.” (Bissell 2005)

Exposure: An example of lessening one’s exposure is acquiring insurance to cover some or all of one’s losses. One’s exposure is lowered but nothing has been done to address hazard or vulnerability. One is just as vulnerable to, say, flooding, but less “exposed” to personal financial loss. One still is vulnerable to material loss. (Blanchard)

Exposure: “Exposure describes the number of people, and the value of structures and activities that will experience...hazards and may be adversely impacted by them.” (Darlington and Lambert 2001, 135)

Exposure: “People, property, systems, or functions at risk of loss exposed to hazards.” (Multihazard Mitigation Council, 2002, 30)

Exposure: “The process by which people, animals, the environment, and equipment are subjected to or come in contact with a hazardous material. The magnitude of exposure is
dependent primarily upon the duration of exposure and the concentration of the hazardous material. This term is also used to describe a person, animal, the environment, or a piece of equipment.” (NFPA 471, 1997, p. 9)

**Extreme Events:** Extreme events are not only [rare and] severe, but also outside the normal range of experience of the system in question.” (Bier, et al, 1999, 84)

**Extreme Events:** An extreme event in the context of the natural world is an act of nature, “such as a lightning stroke or a flood [that] may be a productive resource and a hazard at the same time. Lightning may kill an animal but also start a fire essential to the preservation of a forest ecosystem. A flood may destroy a farmstead while fertilizing the fields” (Burton et al. 1993, 34).

**Fatality Management:** “Complete documentation and recovery of human remains and items of evidence (except in cases where the health risks posed to personnel outweigh the benefits of recovery of remains). Remains receive surface decontamination (if indicated) and, unless catastrophic circumstances dictate otherwise, are examined, identified, and released to the next-of-kin’s funeral home with a complete certified death certificate. Reports of missing persons and ante mortem data are efficiently collected. Victims’ family members receive updated information prior to the media release. All hazardous material regulations are reviewed and any restrictions on the transportation and disposition of remains are made clear by those with the authority and responsibility to establish the standards. Law enforcement agencies are given all information needed to investigate and prosecute the case successfully. Families are provided incident-specific support services.” (DHS, National Preparedness Guidelines, 2007, p. 8)

**Fault:** “A fracture or crack along which two blocks of rock slide past one another. This movement may occur rapidly, in the form of an earthquake, or slowly, in the form of creep.” (USGS, Putting Down Roots in Earthquake Country, 2007, Glossary)

**FCO:** Federal Coordinating Officer.

**FEB:** Federal Executive Board.

**Federal Assistance:** “Federal disaster assistance is often thought of as synonymous with Presidential declarations and the Stafford Act. The fact is that Federal assistance can be provided to State, tribal and local jurisdictions, and to other Federal departments and agencies, in a number of different ways through various mechanisms and authorities. The majority of Federal assistance does not require coordination by the Department of Homeland Security (DHS) and can be provided without a Presidential major disaster or emergency declaration. Federal assistance for incidents that do not require DHS coordination may be led by other Federal departments and agencies consistent with their authorities. The Secretary of Homeland Security may monitor such incidents and may activate Framework mechanisms to support departments and agencies without assuming overall leadership for the Federal response to the incident.” (DHS, Overview [NRF] ESFs, September 2007, p. 4)

**Federal Civil Defense Act of 1950 (Public Law 920, 81st Congress).**

Federal Continuity Directive (FCD): “A document developed and promulgated by DHS, in coordination with the CAG and in consultation with the Continuity PCC, which directs executive branch departments and agencies to carry out identified continuity planning requirements and assessment criteria.” (HSC, National Continuity Policy Implementation Plan, 2007, p. 62)

Federal Coordinating Officer (FCO): “The FCO manages Federal resource support activities related to Stafford Act disasters and emergencies. The FCO supports the PFO, when one is appointed, and assists the Unified Command. The FCO is responsible for directing and coordinating the timely delivery of Federal disaster assistance resources and programs to the affected State, and local governments, individual victims, and the private sector. The FCO works closely with the PFO, Senior Federal Law Enforcement Official (SFLEO), and other Senior Federal Officials (SFOs) representing other Federal agencies engaged in the incident management effort. In non-terrorist situations where a PFO has not been assigned, the FCO leads the Federal components of the Joint Field Office (JFO) and works in partnership with the State Coordinating Officer (SCO). (DHS, National Response Plan (Draft #1), February 25, 2004, pp. 19-20)

Federal Coordinating Officer (FCO). “For Stafford Act events, upon the recommendation of the FEMA Administrator and the Secretary of Homeland Security, the President appoints an FCO. The FCO is a senior FEMA official trained, certified and well experienced in emergency management, and specifically appointed to coordinate Federal support in the response to and recovery from emergencies and major disasters. The FCO executes Stafford Act authorities, including commitment of FEMA resources and the mission assignment of other Federal departments or agencies. If a major disaster or emergency declaration covers a geographic area that spans all or parts of more than one State, the President may decide to appoint a single FCO for the entire incident, with other individuals as needed serving as Deputy FCOS.

In all cases, the FCO represents the FEMA Administrator in the field to discharge all FEMA responsibilities for the response and recovery efforts underway. For Stafford Act events – and if the Secretary has not appointed a PFO – the FCO is the primary Federal representative with whom State and local officials interface to determine the most urgent needs and set objectives for an effective response in collaboration with the Unified Coordination Group.

In such events, the FCO is the focal point of coordination within the Unified Coordination Group, ensuring overall integration of Federal emergency management, resource allocation and seamless integration of Federal activities in support of, and in coordination with, State, tribal and local requirements. When a PFO is not assigned to a Stafford Act response, the FCO serves locally as a primary, although not exclusive, point of contact for Federal interfaces with the media and the private sector.

Some FCO-certified FEMA executives are given additional, specialized training regarding unusually complex incidents. For example, one may be further trained for catastrophic earthquake response, whereas another might cultivate unique skills for response related to
weapons of mass destruction or pandemic influenza.” (DHS, NRF Comment Draft, September 2007, pp. 64-65)

**Federal Coordinating Officer (FCO):** “(a) Appointment of Federal coordinating officer - Immediately upon his declaration of a major disaster or emergency, the President shall appoint a Federal coordinating officer to operate in the affected area.
(b) Functions of Federal coordinating officer - In order to effectuate the purposes of this Act, the Federal coordinating officer, within the affected area, shall
   (1) make an initial appraisal of the types of relief most urgently needed;
   (2) establish such field offices as he deems necessary and as are authorized by the President;
   (3) coordinate the administration of relief, including activities of the State and local governments, the American National Red Cross, the Salvation Army, the Mennonite Disaster Service, and other relief or disaster assistance organizations, which agree to operate under his advice or direction, except that nothing contained in this Act shall limit or in any way affect the responsibilities of the American National Red Cross under the Act of January 5, 1905, as amended (33 Stat. 599) and
   (4) take such other action, consistent with authority delegated to him by the President, and consistent with the provisions of this Act, as he may deem necessary to assist local citizens and public officials in promptly obtaining assistance to which they are entitled.
(c) State Coordinating officer - When the President determines assistance under this Act is necessary, he shall request that the Governor of the affected State designate a State coordinating officer for the purpose of coordinating State and local disaster assistance efforts with those of the Federal Government.
(d) Where the area affected by a major disaster or emergency includes parts of more than 1 State, the President, at the discretion of the President, may appoint a single Federal coordinating officer for the entire affected area, and may appoint such deputy Federal coordinating officers to assist the Federal coordinating officer as the President determines appropriate.” (Stafford Act, June 2007 (FEMA 592), pp. 22-23)

**Federal Coordinating Officer (FCO):** “The Federal officer who is appointed to manage Federal resource support activities related to Stafford Act disasters and emergencies. The FCO is responsible for coordinating the timely delivery of Federal disaster assistance resources and programs to the affected State and local governments, individual victims, and the private sector.” (USCG, IM Handbook, 2006, Glossary 25-8)

**Federal Executive Associations (FEAs):** “A forum, modeled after but independent of the Federal Executive Boards, for communication and collaboration among Federal agencies outside of Washington, DC, utilized to help coordinate the field activities of Federal departments and agencies primarily in localized sections of the Nation.” (HSC, NCPIP, August 2007, p. 62)

**Federal Incident Response Support Team (FIRST):** “A forward component of the ERT-A [Emergency Response Team] that provides on-scene support to the local Incident Command or Area Command structure.” (USCG, IM Handbook 2006, Glossary 25-8)
Federal Law Enforcement Assistance: “State and local governments may request Federal law enforcement assistance under the Emergency Federal Law Enforcement Assistance Act without a Presidential major disaster or emergency declaration. In addition, Federal agencies may request public safety and security or general law enforcement support from another Federal agency during a large-scale incident. The ESF #13 Annex [NRF] provides further guidance on the integration of public safety and security resources to support the full range of incident management functions.” (DHS, Overview: ESF and Support Annexes Coordinating Federal Assistance In Support of the National Framework (Draft), September 10, 2007, p. 6)

Federal On-Scene Commander (FOSC): “The Federal official designated upon JOC activation to ensure appropriate coordination of the overall United States government response with Federal, State and local authorities.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 75 (Glossary))

Federal On-Scene Coordinator (FOSC): “The Federal official pre-designated by the EPA or the USCG to coordinate responses under subpart D of the NCP (40 CFR 300) or the government official designated to coordinate and direct removal actions under subpart E of the NCP. A FOSC can also be designated as the Incident Commander.” (USCG, IM Handbook, 2006, Glossary 25-8)

Federal Planning Structure: “The Federal planning structure consists of multiple elements:

- the National Preparedness Guidelines...
- the 15 National Planning Scenarios and core capabilities;
- the National Incident Management System;
- the National Response Framework;
- the National Infrastructure Protection Plan and the 17 sector-specific plans;
- a DHS strategic plan and overall Federal concept of operations for each of the National Planning Scenarios;
- a National Exercise Schedule that incorporates Federal, State and local activity; and
- an incident management Playbook that allows the Secretary of Homeland Security, as the principal Federal official for domestic incident management, to ensure effective management of the high-consequence threat scenarios.” (DHS, NRF Comment Draft, 2007, p. 70)

Federal Preparedness Coordinators (FPCs): “The conferees are concerned with the concept of creating a Federal Preparedness Coordinator (FPC) for placement in each Federal Emergency Management Agency (FEMA) Regional Office. The conferees agree that an official overseeing preparedness by region is appropriate. However, the conferees are not convinced that creating a senior executive position in the Preparedness Directorate, who reports through a chain of
command that does not include response and recovery personnel in FEMA, will further the nation’s readiness. Separating preparedness and response functions is detrimental during a disaster and, as demonstrated in past disasters, leads to a lack of communication and a lack of situational awareness, with dire consequences. During emergencies, state emergency managers need clear communications and missions, not confusion and redundancy. The conferees direct the Under Secretary to focus NPIP funding on plan modernization and resolving interoperability issues, as outlined by the Under Secretary, and discourage the use of funds to hire FPCs.”


**Federal Preparedness Coordinators (FPCs):** “As the Nation’s Preeminent Emergency Management Agency, we will promote the integration and synchronization of preparedness across jurisdictions and all levels of governments by establishing a network of Federal Preparedness Coordinators. Strengthening preparedness requires a dedicated, locally-based DHS senior executive to support the networks of Federal, State, local, tribal, and private-sector partners to plan, train and exercise in preparation for coordinated contingency missions, as well as to share information on a routine basis. Therefore, FPCs will play a vital role in building regional preparedness across jurisdictions through focused planning, information sharing and partnership building. They will strengthen preparedness within their assigned Regions to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by establishing a Regional domestic all-hazards preparedness goal, integrating mechanisms for improved delivery of Federal preparedness assistance to State and local governments and outlining actions to strengthen preparedness capabilities. Their efforts will lead the integration of DHS’ Regional preparedness efforts, including measurable readiness priorities and targets goals that appropriately balance the potential threat and magnitude of terrorist attacks, major disasters, and other emergencies with the resources required to prevent, respond to, and recover from them.” (FEMA, *Vision for New FEMA*, December 12, 2006, p. 24)

**Federal Radiological Emergency Response Plan (FRERP):** The plan used by Federal agencies to respond to a radiological emergency, with or without a Stafford Act declaration. Without a Stafford Act declaration, Federal agencies respond to radiological emergencies using the FRERP, each agency in accordance with existing statutory authorities and funding resources. The Lead Federal Agency has responsibility for coordination of the overall Federal response to the emergency. FEMA is responsible for coordinating non-radiological support using the structure of the Federal Response Plan. When a major disaster or emergency is declared under the Stafford Act and an associated radiological emergency exists, the functions and responsibilities of the FRERP remain the same. The Lead Federal Agency coordinates the management of the radiological response with the Federal Coordinating Officer. Although the direction of the radiological response remains the same with the Lead Federal Agency, the FCO has the overall responsibility for coordination of Federal assistance in support of State and local governments using the Federal Response Plan. *(FRERP)*

**Federal Radiological Monitoring and Assessment Center (FRMAC):** The FRMAC “gathers radiological information such as plume and deposition predictions, air and ground concentrations, exposure rates and dose projections, assurance of data quality, and current meteorological conditions and weather forecasts. FRMAC provides the results of the data collection, sample analysis, evaluations, assessments, and interpretations to the key decision
makers in the affected areas of the emergency. Monitoring continues until all of the surrounding areas where radioactivity was released are fully evaluated.

The FRMAC is one of the emergency response resources, or assets, administered by the National Nuclear Security Administration (NNSA) Nevada Site Office. The Federal government maintains an extensive response capability for radiological monitoring and assessment. In the unlikely event of a major radiological incident, the full resources of the U.S. government will be coordinated to support state, local and Tribal governments. The efforts of 17 Federal agencies are coordinated under the Federal Radiological Emergency Response Plan (FRERP) to integrate the Federal response to a radiological emergency.” (DOE, The Federal Radiological Monitoring and Assessment Center (FRMAC), October 4, 2007 update)

**Federal Resource Coordinator (FRC):** “In non-Stafford Act situations, when a Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security to obtain support from other Federal departments and agencies, DHS may designate an FRC. In these situations, the FRC coordinates support through interagency agreements and memorandums of understanding. Relying on the same skill set, DHS may select the FRC from the FCO cadre or other personnel with equivalent knowledge, skills and abilities. The FRC is responsible for coordinating timely delivery of resources to the requesting agency.” (DHS, NRF Comment Draft, September 2007, p. 66)

**Federal Resource Coordinator (FRC):** “The Federal official appointed to manage Federal resource support activities related to non-Stafford Act incidents. The FRC is responsible for coordinating support from other Federal departments and agencies using interagency agreements and MOU’s.” (USCG, IM Handbook, 2006, Glossary 25-8)

**Federal Response Plan (FRP):** 1) The plan designed to address the consequences of any disaster or emergency situation in which there is a need for Federal assistance under the authorities of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq. 2) The FRP is the Federal government’s plan of action for assisting affected States and local jurisdictions in the event of a major disaster or emergency. As the implementing document for the Stafford Act, the FRP organizes the Federal response by grouping potential response requirements into 12 functional categories, called Emergency Support Functions. The FRP was completed in April 1992, and 29 Federal departments and agencies are signatories to the plan. (FRERP)

**Federal Response Plan (FRP).** “The plan designed to address the consequences of any disaster or emergency situation in which there is a need for Federal assistance under the authorities of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U. S.C. 5 121 et seq. The FRP has been replaced by the NRP.” (DHS, NRP (Draft #1), February 25, 2004, p. 75)

**FEMA:** Federal Emergency Management Agency. “FEMA was formed in 1979 by executive order of the President, combining Federal programs that deal with all phases of emergency management, for disasters of all types, into a single agency.” (FEMA, A Nation Prepared, 2002, p. 1)

**FEMA Administrator:** “At DHS, the FEMA Administrator is the Secretary’s principal advisor for matters relating to emergency management.” (DHS, NRF Comment Draft, 2007, p. 52)
**FEMA Administrator:** “The Federal Emergency Management Agency (FEMA) Administrator is the principal advisor to the President, the Homeland Security Council (HSC) and the Secretary for all matters relating to emergency management in the United States. The Administrator partners with State, tribal and local governments and emergency responders, with Federal agencies, with the private sector and with nongovernmental sectors to utilize all the nation’s resources to respond to natural disasters, acts of terrorism and other manmade disasters, including catastrophic incidents.” (FEMA, *National Response Framework -- Federal Partner Guide* (Comment Draft), September 10, 2007, pp. 2-3)


**FEMA Core Values:** “FEMA has ten core values that guide both the Agency as a whole and every individual within the Agency:

- **Accountability:** Being responsible for decisions and results while acknowledging mistakes and working to correct them.
- **Integrity:** Following the highest ethical standards and always being truthful with customers and colleagues.
- **Customer Focus:** Making customers and their needs the first priority.
- **Innovation:** Seeking creative new ways to better deliver our services and meet whatever challenges may arise.
- **Public Stewardship:** Managing resources prudently and providing the highest quality of service.
- **Partnership:** Working collaboratively with external partners and with each other to achieve our common goals.
- **Respect:** Listening to and treating customers and co-workers with dignity.
- **Diversity:** Enriching our work environment and our ability to perform through diversity in backgrounds, experiences, skills, and respect for those differences.
- **Trust:** Relying on each other and our external partners to act in the best interest of our customers, and earning that trust through our behavior.
Compassion: Showing concern to customers and to each other in time of need.”
(FEMA, A Nation Prepared (Strategic Plan), 2002, pp. iii., and 35 (Appendix B))

FEMA Emergency Management Higher Education (EM HiEd) Project: “A goal of FEMA is to encourage and support the dissemination of hazard, disaster, and emergency management-related information in colleges and universities across the U.S. We believe that in the future more and more emergency managers in government as well as in business and industry will come to the job with college education that includes a degree in emergency management. We also believe that in order to build disaster resistant and resilient communities a broad range of college students and professionals need courses that introduce them to hazards, risk, vulnerability, disasters, and what to do about them.

In support of this effort, the Emergency Management Institute in Emmitsburg, Maryland, developed the EM HiEd Project in 1994 with the aim of promoting college-based emergency management education for future emergency managers and other interested personnel.”
(FEMA, EM HiEd Project Homepage, 2007)

FEMA Emergency Management Institute Goals:

• “Improve the abilities of FEMA and other DHS employees
• Improve the abilities of U.S. state, local, and tribal officials by:
  – Directly training state, local, and tribal employees in selected subjects
  – Enabling state, local, and tribal officials to develop and deliver training for their own constituents

Enhance the preparedness of U.S. individuals, families, and special audiences through training.”
(FEMA, Emergency Management Institute Performance Measures October 3, 2007, slide 7)

FEMA Emergency Management Institute Mission: “To support FEMA and the Department of Homeland Security’s goals by improving the skills of U.S. officials at all levels of government to prevent, prepare for, respond to, recover from, and mitigate the potential effects of all types of disasters and emergencies.” (FEMA, Emergency Management Institute Performance Measures October 3, 2007, slide 6)

FEMA Goal: “It is FEMA's goal to reduce the loss of life and property and protect the United States from all hazards by leading and supporting the country in a risk-based, comprehensive emergency management system of protection, response, recovery, mitigation, and now, more than ever, preparedness.” (FEMA “Looking Toward the NFIP’s Future,” 2007)

FEMA Goals: (FEMA, A Nation Prepared (Strategic Plan), 2002, p. iii.)

1. Reduce loss of life and property.
2. Minimize suffering and disruption caused by disasters.
3. Prepare the Nation to address the consequences of terrorism.
4. Serve as the Nation’s portal for emergency management information and expertise.
5. Create a motivating and challenging work environment for employees.
6. Make FEMA a world-class enterprise.
FEMA Goals: (FEMA, *Vision for New FEMA*, December 12, 2006, p.3)

- **Strengthen core capabilities, competencies and capacities.** Fostering a national emergency management system and implementing a cohesive national preparedness system must begin by strengthening the foundational building blocks of a weakened but venerable agency. The Nation needs a strong FEMA; but that cannot be achieved without purposeful new investments.

- **Build strong Regions.** The Region is the essential field echelon of FEMA that engages most directly with State partners and disaster victims to deliver frontline services. It is the Region that can build and nurture State and local capabilities across the spectrum of preparedness, response, recovery and mitigation. And it is the Region that will lead the Federal response to incidents across the spectrum of all-hazards events. A strong FEMA will rely on strong Regions to regain the trust and confidence of Governors, mayors, leaders in the private sector and the citizens of our homeland.

- **Strengthen our partnership with States.** Response to disasters and emergencies is primarily a State and local effort. To build and support an effective National system of emergency management, FEMA must have effective partnerships with State and local governments.

- **Professionalize the national emergency management system.** The Nation’s ability to marshal an effective response to disasters requires the right people with the right skills. We will work with our partners to build a nationwide system of trained and certified experts skilled in all hazards emergency management – starting right here in FEMA.”

**FEMA Goals (FEMA, *Strategic Plan* (Draft), October 10, 2007, p. 1):** “The catastrophic planning initiative supports the overall goals of FEMA to:

- Save and sustain lives
- Protect and minimize damage to property
- Stabilize critical infrastructures and key resources
- Create an environment conducive to reentry, repopulation, long-term community recovery, and future hazard mitigation.”

**FEMA Mission (1997):** “To provide leadership and support to reduce the loss of life and property and protect our nation's institutions from all types of hazards through a comprehensive, risk-based, all-hazards emergency management program of mitigation, preparedness, response and recovery.” (FEMA, *FEMA’s Mission*, October 1997).


**FEMA Mission (2001):** “The Federal Emergency Management Agency (FEMA) is an independent agency, its mission “to reduce loss of life and property and protect our nation’s


**FEMA Mission (2003):** “The primary mission of the Federal Emergency Management Agency is to reduce the loss of life and property and protect the Nation from all hazards, including natural disasters, acts of terrorism, and other man-made disasters, by leading and supporting the Nation in a risk-based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation.” (FEMA, About FEMA, March 2003)

**FEMA Mission (2004):** “FEMA’s Mission Statement: Lead America to prepare for, prevent, respond to, and recover from disasters.” (FEMA, Coordinating Environmental and Historic Preservation Compliance IS-253, Module 2, Lesson 1, National Environmental Policy Act, January 2004, p. 1)

**FEMA Mission (2004):** “FEMA’s mission continues to be the reduction of the loss of life and of damage to property and to protect our residents from all hazards, natural and man-made. We accomplish this mission by providing the Nation with comprehensive, risk-based emergency management programs, including mitigation, preparedness, response, and recovery. Our integration into the new Department of Homeland Security has increased our opportunities to perform this mission. We continue to work closely with many other Federal Departments and agencies, and with States, Tribal Nations, local governments, volunteer organizations, and private industry.” (FEMA, “Testimony of Craig Conklin…” April 1, 2004.)

**FEMA Mission (2005):** “Our panels today separate witnesses from a federal agency, FEMA, from those of its parent organization, DHS. The separation is deliberate. It reflects in part the differing perspectives on Katrina that we have heard consistently from officials of the two entities. It also reflects tension between the two that pre-dates the storm, tension over resources, roles, and responsibilities within the Department. This tension is clear in Mr. Brown’s [FEMA Director Michael Brown] response when Committee investigators asked him why FEMA was not prepared for Katrina. Mr. Brown responded, “Its mission had been marginalized; its response capability had been diminished. . . . There’s the whole clash of cultures between DHS’ mission to prevent terrorism and FEMA’s mission to respond to and to prepare for responding to disasters of whatever nature.” (Collins, "Opening Statement…'Hurricane Katrina: The Roles of DHS and FEMA Leadership'", February 10, 2006)

**FEMA Mission (2006, October 4)10:** “The primary mission of the Agency [FEMA] is to reduce the loss of life and property and protect the Nation from all hazards, including natural disasters, acts of terrorism, and other man-made disasters, by leading and supporting the Nation in a risk-

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10 President Bush signed the “DHS Appropriations Act, 2007” on October 4, 2006; See White House, “President Bush Signs…”)
based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation…

SPECIFIC ACTIVITIES— In support of the primary mission of the Agency, the Administrator shall—
(A) lead the Nation's efforts to prepare for, protect against, respond to, recover from, and mitigate against the risk of natural disasters, acts of terrorism, and other man-made disasters, including catastrophic incidents;
(B) partner with State, local, and tribal governments and emergency response providers, with other Federal agencies, with the private sector, and with nongovernmental organizations to build a national system of emergency management that can effectively and efficiently utilize the full measure of the Nation's resources to respond to natural disasters, acts of terrorism, and other man-made disasters, including catastrophic incidents;
(C) develop a Federal response capability that, when necessary and appropriate, can act effectively and rapidly to deliver assistance essential to saving lives or protecting or preserving property or public health and safety in a natural disaster, act of terrorism, or other man-made disaster;
(D) integrate the Agency's emergency preparedness, protection, response, recovery, and mitigation responsibilities to confront effectively the challenges of a natural disaster, act of terrorism, or other man-made disaster;
(E) develop and maintain robust Regional Offices that will work with State, local, and tribal governments, emergency response providers, and other appropriate entities to identify and address regional priorities;
(F) under the leadership of the Secretary, coordinate with the Commandant of the Coast Guard, the Director of Customs and Border Protection, the Director of Immigration and Customs Enforcement, the National Operations Center, and other agencies and offices in the Department to take full advantage of the substantial range of resources in the Department;
(G) provide funding, training, exercises, technical assistance, planning, and other assistance to build tribal, local, State, regional, and national capabilities (including communications capabilities), necessary to respond to a natural disaster, act of terrorism, or other man-made disaster; and
(H) develop and coordinate the implementation of a risk-based, all-hazards strategy for preparedness that builds those common capabilities necessary to respond to natural disasters, acts of terrorism, and other man-made disasters while also building the unique capabilities necessary to respond to specific types of incidents that pose the greatest risk to our Nation.” (FEMA 592, June 2007, pp. 94-95; passage from Title V (National Emergency Management) Sec. 503. Federal Emergency Management Agency (6 U.S.C. 313), Department of Homeland Security Appropriations Act, 2007 (Pub. L. No. 109-295) amending the Homeland Security Act of 2002; pp. 1396-1397 of DHS Appropriations Act.)

FEMA Mission (2006): “…the mission of the Agency to reduce the loss of life and property and protect the Nation from all hazards by leading and supporting the Nation in a risk-based, comprehensive emergency management system of (A) mitigation, by taking sustained actions to reduce or eliminate long-term risks to people and property from hazards and their effects; (B) preparedness, by planning, training, and building the emergency management profession to prepare effectively for, mitigate against, respond to, and recover from any hazard; (C) response, by conducting emergency operations to save lives and property through positioning emergency
equipment, personnel, and supplies, through evacuating potential victims, through providing
food, water, shelter, and medical care to those in need, and through restoring critical public
services; and (D) recovery, by rebuilding communities so individuals, businesses, and
governments can function on their own, return to normal life, and protect against future
hazards…” (Post-Katrina Emergency Management Reform Act of 2006, Title VI-National
Emergency Management (Sec. 503., Federal Emergency Management Agency, para. (c)
Administrator, (9) carrying out …), pp. 1398-1399 of DHS Appropriations Act, 2007)

FEMA Mission (2007, June): Prepare for and lead the Federal Government’s response to
emergencies and major disasters, natural and man–made, including acts of terrorism — “all-
hazards.” (FEMA, California Statewide Emergency Planning Committee, June 6, 2007, p. 4)

Agency (FEMA) is to provide leadership to prepare, protect, respond, recover, and mitigate the
effects of emergencies and major disasters, both natural and man-made. Emergencies include
acts of terrorism, hurricanes and severe storms.” (FEMA, Strategic Plan, October 10, 2007, p.1)

FEMA National Advisory Council: “The National Advisory Council (NAC) shall advise the
Administrator of the Federal Emergency Management Agency (FEMA) on all aspects of
emergency management. The National Advisory Council shall incorporate State, local and tribal
government and private sector input in the development and revision of the national
preparedness goal, the national preparedness system, the National Incident Management System,
the National Response Plan and other related plans and strategies.” (FEMA, National Advisory
Council. October 12, 2007)

FEMA National Advisory Council Membership: “Thirty individuals have been selected for
appointment to the National Advisory Council (NAC) from a geographic and substantive cross-
section of officials, emergency managers and emergency response providers from Tribal, State
and local governments, the private sector and nongovernmental organizations. These members
will represent influential, high-level senior leaders of their organizations, stakeholder groups and
the private sector or members of the public.” (FEMA, “National Advisory Council Members
Named.” July 18, 2007)

FEMA National Advisory Council Mission: “The mission of the National Advisory Council is
to ensure effective and ongoing coordination of national Preparedness, protection, response,
recovery and mitigation for natural disasters, acts of terrorism and other man-made disasters by:

- Incorporation input from Tribal, State and local governments, and the public and private
  sectors;

- Providing an avenue for feedback, suggestions and constructive criticisms from the
diverse government, private sector and nonprofit partners involved in any disaster
  activities; and

- Providing a venue for input during the development and revision of the National
  Preparedness Goal; national preparedness system, National Incident Management System

FEMA National Preparedness Directorate: “The Deputy Administrator for National Preparedness will head a new directorate within FEMA, consolidating FEMA strategic preparedness assets. It will include both existing FEMA programs and certain legacy Preparedness Directorate programs. It will incorporate functions related to preparedness doctrine, policy and contingency planning. It will further contain the Department’s exercise coordination and evaluation program, emergency management training, along with the Chemical Stockpile Emergency Preparedness Program and the Radiological Emergency Preparedness program. The Deputy Administrator for National Preparedness will oversee two major functional responsibilities: (1) Readiness, Prevention and Planning; and (2) the National Integration Center.” (FEMA, Statement for the Record R. David Paulison, February 28, 2007, p. 3)

FEMA Operational Core Competencies: (FEMA, Vision for New FEMA, Dec. 12, 2006, p. 4)

- Incident Management
- Operational Planning
- Disaster Logistics
- Emergency Communications
- Service to Disaster Victims
- Continuity Programs
- Public Disaster Communications
- Integrated Preparedness
- Hazard Mitigation

FEMA Operations Center (FOC): “A continuously operating entity of the Department of Homeland Security responsible for monitoring emergency operations and promulgating notification of changes to the COGCON status.” (HSC, NCPIP, August 2007, p. 62)

FEMA Readiness, Prevention and Planning Division: “…within the FEMA National Preparedness Directorate, the Readiness, Prevention and Planning division will be the central division within FEMA responsible for preparedness policy and planning functions. This expanded division will likely include FEMA’s catastrophic planning activities and the following offices: (1) Exercise & Evaluation; (2) Contingency Preparedness; (3) Preparedness Doctrine &
Policy; (4) Citizen Corps; and (5) the Chemical Stockpile Emergency Preparedness Program and the Radiological Emergency Preparedness program. The Readiness, Prevention and Planning division will be responsible, among other functions, for coordinating HSPD-8 (National Preparedness) implementation, the National Assessment and Reporting System, Nationwide Plan Review, the Federal Preparedness Coordinator program, and coordinating with the approximately 2,100 Citizen Corps Councils in all of the States and territories and the numerous governmental and non-governmental Citizen Corps partners.” (FEMA, Statement for the Record R. David Paulison, February 28, 2007, p. 4)

**FEMA Re-Engineering:** “Speaking on the side of the federal government, one of the first things we have to do is to re-engineer FEMA so that this agency can maximize its role supporting response and recovery efforts and providing the necessary assistance to state and local communities when those communities call on FEMA for support.

Well, what does that re-engineering mean? It means developing a more effective distribution and delivery system for supplies, more efficient business processing and disaster registration systems, and enhanced communication capabilities.

The reality is that FEMA is a 20th century organization and we are now in the 21st century. And there are processes and tools that we do see working around us in the private sector and in other areas of the government that we must adapt and apply to FEMA.

The fact of the matter is, we want to have FEMA's distribution and logistics system -- the ability to move people and goods in support of emergency responders -- emulate the best of private sector models so that we can get vital supplies and assistance to communities in a reasonable amount of time and replenish our stocks in a timely manner. But I also have to say something else. This is, after all, a shared responsibility, and that means state and local government also has to do some significant preparedness planning to make sure, particularly in those immediate hours and first few days in the aftermath of a catastrophe, particularly an unexpected catastrophe, there are available on the state and local scene those supplies that are necessary to deal with the immediate crisis after an emergency. This has to be a joint effort. It cannot be an effort that the federal government carries by itself, nor is it an effort that the states would want the federal government to carry by itself, because I think you rightly regard yourselves as leaders of state and local communities as wanting to have a major say in the way we respond to crises in your own communities. So that's why partnership is so very, very important here.” (DHS, Remarks by Homeland Security Secretary Michael Chertoff at the American Legislative Exchange Council’s 2005 States and National Policy Summit, December 9, 2005)

**FEMA Regional Offices.** “FEMA has ten regional offices, each headed by a Regional Administrator. The regional field structures are FEMA’s permanent presence for communities and States across America. The staff at these offices support development of all-hazards operational plans and generally help States and communities achieve higher levels of readiness. These regional offices mobilize FEMA assets and evaluation teams to the site of emergencies or disasters.” (DHS, NRF Comment Draft, September 2007, 58) The locations are:

- **FEMA Region I:** Boston
- **FEMA Region II:** New York City
FEMA Region III: Philadelphia
FEMA Region IV: Atlanta
FEMA Region V: Chicago
FEMA Region VI: Denton, TX
FEMA Region VII: Kansas City
FEMA Region VIII: Denver
FEMA Region IX: Oakland
FEMA Region X: Seattle

FEMA Strategic Plan: “Over the past many months, we conducted an in-depth analysis within the Agency and met with our partners and stakeholders from around the Nation to develop the Strategic Plan. Wherever we met, several themes emerged that helped inform our work:

• leadership;
• partnership;
• building capability at all levels;
• setting standards for performance; and
• bringing emergency managers and first responders together to train and exercise to those standards.” (FEMA, Strategic Plan, 2002, Message from Director Joe M. Allbaugh, p. ii)

FFRDC: Federally Funded Research and Development Center.

FIRM: Flood Insurance Rate Map.

FIRST (Federal Incident Response Support Team).

First Responder: “A first responder is any emergency personnel who first arrives on the scene of an incident and takes action to save lives, protect property, and meet basic human needs. In most incidents, these responders are local police, fire, and emergency medical personnel.” (DHS, LLIS.gov Glossary)

First Responder: “Local police, fire, and emergency medical personnel who first arrive on the scene of an incident and take action to save lives, protect property, and meet basic human needs. First responders may include Federal, State, or local responders.” (DHS, National Response Plan (Draft #1), February 25, 2004, P. 75 (glossary))

First Responder: “Refers to individuals who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment, including emergency response providers as defined in Section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101). It includes emergency management, public health, clinical care, public works, and other skilled support personnel (e.g., equipment operators) that provide immediate support services during prevention, response, and recovery operations.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-4, Glossary)
**First Responder:** “The term ‘first responder’ shall have the same meaning as the term ‘emergency response provider’.” (US Congress, *Implementing the 9/11 Commission Recommendations Act of 2007*, August 7, 2007, p. 9)

**First Responder:** “The term "first responder" refers to those individuals who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment, including emergency response providers as defined in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101), as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as equipment operators) that provide immediate support services during prevention, response, and recovery operations.” (White House, *HSPD 8 National Preparedness*, December 17, 2003)

**First Responders:** “Federal, State, and local emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities.” (*Homeland Security Act of 2002*, Public Law No. 107-296, section 2, 116.)

**First Responders:** “…our first responder community…law enforcement; the fire service; the emergency medical service; public officials responsible for emergency planning and response; the public health sector; transit authorities including rail and ports; and non-governmental organizations.” (Mayer 2005, 8)

**First Responders:** “Emergency services organizations are often referred to as “first responders.” They are responsible for detection, assessment, alerting and dispatch of specialized life support and life safety assets. All first responders have specialized training from one or more of the five aforementioned disciplines [fire, hazardous material (HazMat), search and rescue (SAR), emergency medical services (EMS), law enforcement (LE), public health, public works].”

**First Responders:** “…individuals who in the early stages of an incident are responsible for the protection and preservation of life, property, evidence, and the environment, including emergency response providers as defined in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101), as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as equipment operators) that provide immediate support services during prevention, response, and recovery operations.” (White House, *HSPD 8*, 2003)

**Five-Hundred Year Floodplain (or 0.2 percent chance floodplain):** That area which includes the base floodplain which is subject to inundation from a flood having a 0.2 percent chance of being equaled or exceeded in any given year.

**Flash Flood:** A flood that crests in a short period of time and is often characterized by high velocity flow—often the result of heavy rainfall in a localized area.

**Flexibility:** “A principle of the NIMS that provides a consistent, flexible, and adjustable national framework within which government and private entities at all levels can work together to manage domestic incidents, regardless of their cause, size, location, or complexity. This flexibility applies across all phases of incident management: prevention, preparedness, response, recovery, and mitigation.” (DHS, *National Incident Management System*, March 2004, p. 2.)

Flood Control and Coastal Emergencies Act (33 U.S.C. § 701n (2005), commonly referred to as Public Law 84-99): The Flood Control Act “authorizes an emergency fund for preparation for emergency response to, among other things, natural disasters, flood fighting and rescue operations, repair or restoration of flood control and hurricane protection structures, temporary restoration of essential public facilities and services, and provision of emergency supplies of water.” (DHS, National Response Framework List of Authorities and References (Draft), September 10, 2007, p. 4)

Flood Insurance Rate Maps (FIRMs): “As part of its administration of the National Flood Insurance Program (NFIP), the Federal Emergency Management Agency (FEMA) publishes flood hazard maps, called Flood Insurance Rate Maps, or FIRMs. The purpose of a FIRM is to show the areas in a community that are subject to flooding and the risk associated with these flood hazards.” (FEMA, “Letter of Map Amendment (LOMA)…,” October 17, 2007)

Flood Fringe: Areas outside the regulatory floodway but still inundated by the designated one percent annual chance flood (often referred to as the floodway fringe).

Flood Mitigation Assistance (FMA) Program: “The FMA program was created as part of the National Flood Insurance Reform Act (NFIRA) of 1994 (42 U.S.C. 4101) with the goal of reducing or eliminating claims under the National Flood Insurance Program (NFIP). FEMA provides FMA funds to assist States and communities implement measures that reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other structures insurable under the National Flood Insurance Program…. Three types of FMA grants are available to States and communities:

- Planning Grants to prepare Flood Mitigation Plans. Only NFIP-participating communities with approved Flood Mitigation Plans can apply for FMA Project grants
- Project Grants to implement measures to reduce flood losses, such as elevation, acquisition, or relocation of NFIP-insured structures. States are encouraged to prioritize FMA funds for applications that include repetitive loss properties; these include structures with 2 or more losses each with a claim of at least $1,000 within any ten-year period since 1978.
- Technical Assistance Grants for the State to help administer the FMA program and activities. Up to ten percent (10%) of Project grants may be awarded to States for Technical Assistance Grants.” (FEMA, Flood Mitigation Assistance (FMA) Program. September 12, 2007)

Flood of Record: The highest flood historically recorded in a given location. [The U.S. Army Corps of Engineers typically uses the flood of record to determine risk when constructing dams, dikes and levees, etc.]

Floodplain: Low lands adjoining the channel of a river, stream, or watercourse, or ocean, lake or other body of water, which have been or may be inundated by floodwater, and those other areas subject to flooding.
**Floodplain Management:** Floodplain management means the operation of an overall program of corrective and preventive measures for reducing flood damage, including but not limited to emergency preparedness plans, flood control works and floodplain management regulations. (CFR 2004)

**Floodway:** The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without causing any cumulative increase in the water surface elevation. The floodway is intended to carry the dangerous and fast-moving water.

**FMA:** Flood Mitigation Assistance.

**FMC:** Federal Mobilization Center.

**FOC:** FEMA Operations Center. (HSC, NCPIP, August 2007, p. 62)

**Forecast:** Statement or statistical estimate of the occurrence of a future event. This term is used with different meanings in different disciplines, as well as “prediction”. (UN 1992, 4)

**Foreshock:** “An earthquake that precedes the largest quake (“mainshock”) of an earthquake sequence. Foreshocks may occur seconds to weeks before the mainshock.” (USGS, *Putting Down Roots in Earthquake Country*, 2007, Glossary)

**Forward Coordinating Team (FCT):** “The FCT is a full-time DHS team immediately deployable to an incident or potential incident (particularly for a response to a catastrophic event). The FCT supports State and local operations by integrating with the Incident Command Post on scene and facilitating resource issues. Team members are trained and prepared to assess the situation, identify critical and unmet needs, provide recommendations for protective actions, establish incident support facilities and identify, direct and coordinate acquisition and delivery of required assets and/or resources.” (DHS, *National Response Plan* (Draft #1), February 25, 2004, p. 36)

**Four Phases:** Mitigation, Preparedness, Response and Recovery.

**FPC:** Federal Preparedness Circular.


**Framework:** “A conceptual structure that supports or contains set of systems and/or practices.” (DHS, *National Incident Management System*, March 2004, p. 4)

**FRC:** Federal Resource Coordinator.

**Freeboard:** “…an additional amount of height above the base flood elevation used as a factor of safety (e.g., 2 feet above the base flood) in determining the level at which a structure's lowest floor must be elevated or floodproofed.” (ASFPM, *National Flood Programs and Policies in Review*—2007, p. 89)
FRMAC: Federal Radiological Monitoring and Assessment Center

Fujita-Pearson Scale (FPP Scale): A 3-digit scale for tornadoes devised by Fujita (F scale) and Pearson (PP scale) to indicate the tornado intensity (0-5), path length (0-5), and path width (0-7) (WMO 1992).

Fujita Tornado Scale: A scale for expressing the relative intensity of tornadoes, consisting of six levels corresponding to increasing levels of damage - light, moderate, considerable, severe, devastating, incredible. (Notification Manual)

Full Scale Exercise (FSE): “A multi-agency, multi-jurisdictional, multi-organizational activity that tests many facets of preparedness. They focus on implementing and analyzing the plans, policies, procedures, and cooperative agreements developed in discussion-based exercises and honed in previous, smaller, operations-based exercises. In FSEs, the reality of operations in multiple functional areas presents complex and realistic problems that require critical thinking, rapid problem solving, and effective responses by trained personnel. During FSEs, events are projected through a scripted exercise scenario with built-in flexibility to allow updates to drive activity. FSEs are conducted in a real-time, stressful environment that closely mirrors real events. (FEMA, NIMS Compliance Metrics Terms of Reference (For FY 2007), Oct.23, 2006, pp. 3-4) [See “Exercise Types”]

Function: “In the Incident Command System, refers to the five major activities (i.e., Command, Operations, Plans/Information, Logistics, and Finance/Administration). The term function is also used when describing the activity involved (e.g., the planning function).” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-6, Glossary)

Functional Approach (Planning): “While the causes of emergencies vary greatly, the potential effects of emergencies do not. This means that jurisdictions can plan to deal with effects common to several hazards, rather than develop separate plans for each hazard. For example, earthquakes, floods, and hurricanes all can force people from their homes. The jurisdiction can develop a plan and an organization around the task, or function, of finding shelter and food for the displaced--with minor adjustments for the probable rapidity, duration, location, and intensity of different hazards if desired. It can do the same for other common tasks… In fact, a critical aspect of planning for the response to emergency situations is to identify all of these common tasks, or functions, that must be performed, assign responsibility for accomplishing each function, and ensure that tasked organizations have prepared SOPs that detail how they will carry out critical tasks associated with the larger function. However, the plans for performing each function should not be created in isolation. Since the jurisdiction's goal is a coordinated response, task-based plans should follow from a Basic Plan that outlines the jurisdiction's overall emergency organization and its policies…” (FEMA, Guide for All-Hazard Planning, 1996, 3-1)

“The following list of functional annexes addresses core functions that warrant attention and may require that specific actions be taken during emergency response operations:
   - Direction and Control
   - Communications
Warning
Emergency Public Information
Evacuation
Mass Care
Health and Medical Services

**Functional Exercise (FE):** “An activity designed to test and evaluate individual capabilities, multiple functions, activities within a function, or interdependent groups of functions. Events are projected through an exercise scenario with event updates that drive activity at the management level. An FE simulates the reality of operations in a functional area by presenting complex and realistic problems that require rapid and effective responses by trained personnel in a highly stressful environment.” (FEMA, *NIMS Compliance Metrics Terms of Reference* (For FY 2007), Oct.23, 2006, pp. 3-4) [See “Exercise Types”]

**Fusion Centers:** “Fusion Centers: provide critical sources of unique law enforcement and threat information; facilitate sharing information across jurisdictions and function; provide a conduit between men and women on the ground protecting their local communities and state and federal agencies.” (DHS, *State and Local Fusion Centers*, September 14, 2006.

**Gale:** Wind with a speed between 34 and 40 knots. (UN 1992)

**GCCs:** Government Coordinating Council. (DHS, *NIPP*, 2006, p. 4)

**GCSC:** Government Cross-Sector Council. (DHS, *NIPP*, 2006, p. 5)

**General Staff:** Under the Incident Command System, “The General Staff normally consists of an Operations Section Chief, Planning Section Chief, Logistics Section Chief and Finance/Administration Section Chief. An Intelligence/Investigations section may be established, if required, to meet incident response needs.” (DHS, *NRF Comment Draft*, Sep. 2007, p. 48)

**Geographic Information System (GIS):** A computerized database for the capture, storage, analysis and display of locationally defined information. Commonly, a GIS portrays a portion of the earth’s surface in the form of a map on which this information is overlaid. (EM Australia 1995)

**Geographic Information System (GIS):** “A GIS is an electronic information system, which provides a geo-referenced database to support management decision-making.” (USGS, *IM Handbook*, 2006, Glossary 25-9)

**Government Coordinating Council:** “The government counterpart to the SCC for each sector established to enable interagency coordination. The GCC is comprised of representatives across various levels of government (Federal, State, Territorial, local, and tribal) as appropriate to the security and operational landscape of each individual sector.” (DHS, *NIPP*, 2006, p. 103)
**Government Functions:** “Government Functions’ means the collective functions of the heads of executive departments and agencies as defined by statute, regulation, presidential direction, or other legal authority, and the functions of the legislative and judicial branches.” (HSPD-20)

**Governmental Jurisdictions in the US:** “Our structure of overlapping federal, state, and local governance…has more than 87,000 different jurisdictions.” (White House, National Strategy For Homeland Security, 2002, p. vii.)

**Governor’s Authorized Representative.** “As the complexity of the response dictates, the Framework [National Response Framework] contemplates that the Governor may empower a Governor’s Authorized Representative to:

- Execute all necessary documents for disaster assistance on behalf of the State, including certification of applications for public assistance.
- Represent the Governor of the impacted State in the Unified Coordination Group, when required.
- Coordinate and supervise the State disaster assistance program to include serving as its grant administrator.
- Identify, in coordination with the SCO, the State’s critical information needs for incorporation into a list of Essential Elements of Information (critical items of specific information required to plan and execute an operation and to support timely, logical decisions).” (DHS, National Response Framework Comment Draft, Sep. 2007, p. 50)

**Hazard:** “A Hazard is a natural, technological or social phenomenon that poses a threat to people and their surroundings (in terms of both the natural and the built environment).” (Alexander, not dated, 1)

**Hazard:** Some, including not just a few emergency managers, view hazards such as earthquakes as “technical problems suitable for a combination of engineering, planning, and specialized managerial solutions, and people, if they are mentioned at all, are seen largely as impediments to carrying out the technocratic solutions, because they fail to see the risks they face (e.g. Mileti and Fitzpatrick 1993)….However, by concentrating on the physical risks, projected extreme events, and worst case scenarios, much is ignored” (Bolin with Stanford 1998, 20).

**Hazard:** “…natural and social systems interact to produce a hazard…” (Burton et al. 1993, 24).

“Hazards always result from interaction of physical and human systems. To treat them as though they were wholly climatic or geologic or political or economic is to risk omission of components that must be taken into account if sound solutions for them are to be found” (Burton et al. 1993, 188).

“…nature is neutral, and…the environment event becomes hazardous only when it intersects with man. The event leads to disaster when (1) it is extreme in magnitude, (2) the
population is very great, or (3) the human-use system is particularly vulnerable” (Burton et al. 1993, 232).

Hazard: “is a source of risk and refers to a substance or action that can cause harm.”(Cohrssen & Covello 1989)

Hazard: A broad concept “that incorporates the probability of the event happening, but also includes the impact or magnitude of the event on society and the environment, as well as the sociopolitical contexts within which these take place. Hazards are the threats to people and the things they value, whereas risks are measures of the threat of the hazards…” (Cutter 1993, 2).

Hazard: “A hazard, in the broadest term, is a threat to people and the things they value. Hazards have a potentiality to them (they could happen), but they also include the actual impact of an event on people or places. Hazards arise from the interaction between social, technological, and natural systems.” (Cutter 2001, 2)

Hazard: “Hazard refers to an extreme natural event that poses risks to human settlements” (Deyle, French, Olshansky, and Paterson 1998, 121).

Hazard: Dangerous natural or man made phenomenon that expose a vulnerable location to disastrous events. Vulnerability reduction aims at neutralizing the dangers posed by the hazard. (D&E Reference Center 1998)

Hazard: “Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 75 (Glossary); DHS, NIPP, 2006, p. 103)

Hazard: A condition with the potential for harm to the community or environment. Many use the terms “hazard” and “disaster agent” interchangeably. Hence, they will refer to “the hurricane hazard” or even more broadly to “natural hazards” which includes hurricanes, tornadoes, earthquakes and other natural phenomena that have the potential for harm. The hazard is the potential, the disaster is the actual event. (Drabek 1997)

Hazard: “Hazard means an event or physical condition that has the potential to cause fatalities, injuries, property damage, infrastructure damage, agricultural loss, damage to the environment, interruption of business, or other types of harm or loss” (FEMA 1997, xxi).

Hazard: “Relevant to emergency preparedness, a hazard is an emergency or disaster resulting from a natural disaster, or an accidental or man-caused event.” (FEMA, Disaster Dictionary, 2001, 58, citing Robert T. Stafford Act, 602)

Hazard: “The probability of the occurrence of a disaster caused by a natural phenomenon (earthquake, cyclone), by failure of manmade sources of energy (nuclear reactor, industrial explosion), or uncontrolled human activity (overgrazing, heavy traffic, conflicts) – UNDRO. Some authors use the term in a broader sense, including vulnerability, elements at risk, and the consequence of risk.” (Gunn 1990, 374)
**Hazard:** Hazards “are threats to humans and what they value: life, well-being, material goods, and environment.” *(Harriss et al, 1978)*

**Hazard:** “A force or agent with the ability to cause adverse human physical or psychological effects (injury, death) and/or significant economic damage.” *(HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-6, Glossary)*

**Hazard:** “…a potential source of harm.” *(International Standards Organization 1990)*

**Hazard:** Hazard is the probability that in a given period in a given area, an extreme potentially damaging natural phenomena occurs that induces air, earth or water movements, which affect a given zone. The magnitude of the phenomenon, the probability of its occurrence and the extent of its magnitude can vary and, in some cases, be determined. *(Maskrey 1989, 1)*

**Hazard:** “A dangerous event or circumstance that has the potential to lead to an emergency or disaster. Any physical phenomenon that has the potential to produce harm or other undesirable consequences to some person or thing.” *(May, p. 5)*

**Hazard:** “Hazard…reflects a potential threat to humans as well as the impact of an event on society and the environment….hazards are…in part socially constructed by people’s perceptions and their experiences. Moreover, people contribute to, exacerbate, and modify hazards. Thus, hazards can vary by culture, gender, race, socioeconomic status, and political structure as well” *(Mitchell and Cutter 1997, 9-10).*

**Hazard:** “A natural or human-caused threat that may result in disaster occurring in a populated, commercial, or industrial area.” *(National Science and Technology Council 2005, 17)*

**Hazard/Hazardous:** “Capable of posing an unreasonable risk to health, safety, or the environment; capable of causing harm.” *(NFPA 471, 1997, p. 9)*

**Hazard:** “Hazards to be evaluated shall include the following: (1) Natural hazards (geological, meteorological, and biological) (2) Human-caused events (accidental and intentional) (3) Technological-caused events.” *(NFPA 1600, 2007. p. 8)*

**Hazard:** “A hazard can be defined as: ‘some aspect of the physical environment that threatens the well-being on individuals and their society.’” *(Nigg 1996, 4)*

**Hazard:** “…we describe hazard as the forces, conditions, technologies that carry a potential for social, infrastructural, or environmental damage. A hazard can be a hurricane, earthquake, or avalanche; it can also be a nuclear facility or a socioeconomic practice, such as using pesticides. The issue of hazard further incorporates the way a society perceives the danger or dangers, either environmental and/or technological, that it faces and the ways it allows the danger to enter its calculation of risk.” *(Oliver-Smith and Hoffman 2002, 4)*
**Hazard:** “In disaster management, a hazard refers to the potential for a disaster.” (Pearce 2000, Chapter 2, 12)

**Hazard:** A rare or extreme event in the natural or man-made environment that adversely affects human life, property or activity to the extent of causing disaster. A hazard is a natural or man-made phenomenon which may cause physical damage, economic losses, or threaten human life and well-being if it occurs in an area of human settlement, agricultural, or industrial activity. Note, however, that in engineering, the term is used in a more specific, mathematical sense to mean the probability of the occurrence, within a specified period of time and a given area, of a particular, potentially damaging phenomenon of a given severity/intensity. (Simeon Institute 1998)

**Hazard:** Hazard is best viewed as a naturally occurring or human-induced process or event with the potential to create loss, i.e. a general source of danger. Risk is the actual exposure of something of human value to a hazard and is often regarded as the combination of probability and loss. Thus, we may define hazard (or cause) as ‘a potential threat to humans and their welfare’ and risk (or consequence) as ‘the probability of a specific hazard occurrence’. The distinction was illustrated by Okrent (1980) who considered two people crossing an ocean, one in a liner and the other in a rowing boat. The main hazard (deep water and large waves) is the same in both cases but the risk (probability of drowning) is very much greater for the person in the rowing boat. Thus while an earthquake hazard can exist in an uninhabited region, an earthquake risk can occur only in an area where people and their possessions exist. People, and what they value, are the essential point of reference for all risk assessment and for all disasters” (Smith 1996, 5).

**Hazard:** “For purposes of this title only: (1) Hazard - The term “hazard” means an emergency or disaster resulting from—(A) a natural disaster; or (B) an accidental or man-caused event.” (Stafford Act, Title VI, Sec. 602. Definitions (42 U.S.C. 5195a), June 2007 (FEMA 592), p. 54)

**Hazard:** A threatening event, or the probability of occurrence of a potentially damaging phenomenon within a given time period and area. (UN, Internationally Agreed Glossary of Basic Terms Related to Disaster Management, 1992, p. 4)

**Hazard:** “A potentially damaging physical event, phenomenon or human activity, which may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.” (UN/ISDR, Living With Risk, 2002, p. 24)

**Hazard:** “A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydrometeorological and biological) or induced by human processes (environmental degradation and technological hazards). Hazards can be single, sequential or combined in their origin and effects. Each hazard is characterised by its location, intensity, frequency and probability.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

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Hazard (Environmental): “…the threat potential posed to man or nature by events originating in, or transmitted by, the natural or built environment” (Kates 1978, 14).

Keith Smith’s (1997, 14-15) commentary on this definition:

“This definition can include both long-term environmental deterioration (acidification of soils, build-up of atmospheric carbon dioxide) and all the social hazards, both involuntary and communal (crime, terrorism, warfare), as well as voluntary and personal hazards (drug abuse, mountain climbing). These hazards have such different origins and impacts that a more focused definition is required.”

Hazard (Environmental): “events which directly threaten human life and property by means of acute physical or chemical trauma…Any manageable definition of environmental hazards will be both arbitrary and contentious. But, despite their diverse sources, most disasters have a number of common features:

1. The origin of the damaging process or event is clear and produces characteristic threats to human life or well-being, e.g. a flood causes death by drowning.
2. The warning time is normally short, i.e. the hazards are often known as rapid-onset events. This means that they can be unexpected even though they occur within a known hazard zone, such as the floodplain of a small river basin.
3. Most of the direct losses, whether to life or property, are suffered fairly shortly after the event, i.e., within days or weeks.
4. The exposure to hazard, or assumed risk, is largely involuntary, normally due to the location of people in a hazardous area, e.g. the unplanned expansion of some Third World cities onto unstable hillslopes.
5. The resulting disaster occurs with an intensity that justifies an emergency response, i.e. the provision of specialist aid to the victims. The scale of response can vary from local to international” (Smith 1996, 15-16).

Hazard (Environmental): “…extreme geophysical events, biological processes and major technological accidents, characterized by concentrated releases of energy or materials, which pose a largely unexpected threat to human life and can cause significant damage to goods and the environment” (Smith 1996, 16).

Hazard (Global): “…changes to regional ecosystems which in turn effect global systems, are termed ‘global hazards’. Climate change, soil degradation, and deforestation are examples of global hazards that are directly and indirectly related to the manipulation of technology. Global hazards can be distinguished from the more traditional ones because of their diffused or dispersed effects at the planetary scale—they threaten the long-term survival of the planet….They are not rare, discrete events but develop over a long period of time. Global hazards are cumulative in nature and are the end result of centuries or decades of human manipulation of technology to control nature and exploit its resources” (Cutter 1993, 5).

Hazard (Intentional): “Human actions with intent to cause harm to other humans and what they value are termed intentional hazards. Today, terrorism is the source of most of the intentional

**Hazard (Natural):** “…a naturally occurring or man-made geologic condition of phenomenon that presents a risk or is a potential danger to life or property” (American Geological Institute 1984). (Quoted in Tobin and Montz 1997, 9).

**Hazard (Natural):** “The concept of natural hazards is somewhat paradoxical; the elements of a natural geophysical event (e.g., wind and storm surge of a hurricane) are hazardous only when they prove detrimental to human activity systems” (Baker 1976, 1).

**Hazard (Natural):** “While some hazards, such as earthquakes and volcanoes, are the product of natural processes unmodified by human interventions, other ostensibly natural hazards are less and less ‘natural’. The impacts of human activities on global climatic systems, with attendant changes in rainfall patterns, storm frequency, and storm severity suggest that meteorological hazards themselves could be influenced by (unintended) human factors (e.g. Southwick 1996; Flavin 1997). Flavin (1997) cites evidence that both the frequency and severity of meteorological hazards may be increasing as a result of human-induced climatic change. Similarly human modifications of riverine systems, from deforesting and paving watersheds to elaborate levee systems, have taken the ‘natural’ out of many flood hazards (e.g. Smith 1996)” (Bolin with Stanford 1998, 25 fn. 3).

**Hazard (Natural):** “In reality, the environment is neither benign nor hostile. In is ‘neutral’ and it is only human location, actions and perceptions which identify resources and hazards within the range of natural events (Burton et al. 1993)” (Smith 1996, 12).


**Hazard (Natural):** “Natural hazards exist with or without the presence of human populations and development” (Schwab, et al. 1998, 12).

**Hazard (Natural):** “A natural hazard represents the potential interaction between humans and extreme natural events…It represents the potential or likelihood of an event (it is not the event itself)” (Tobin & Montz 1997, 5).

“Natural hazards constitute a complex web of physical and environmental factors interacting with the social, economic, and political realities of society” (Tobin and Montz 1997, 11).

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Hazard (Natural): Naturally caused events such as hurricanes, tornadoes, earthquakes, floods, volcanoes and forest fires. (Unknown source)

Hazard (Natural): “First, the misunderstanding of ‘natural hazards’ as events unrelated to or separate from human activity and human choice is no longer credible. The fundamental involvement of human organizations, cultural and institutional context, and political-economic structures cannot be overlooked or wished away. The creation, distribution, and mitigation of vulnerability to hazards of all kinds is a social interaction with either other social processes or geophysical processes or both. There is no purely ‘natural’ hazard in the full sense of a risk or danger for which affected persons have no defence or remedy.” (Weiner 2001, 1)

Hazard (Technological): Typically man-related hazards such as nuclear power plant accidents, industrial plant explosions, aircraft crashes, dam breaks, mine cave-ins, pipeline explosions and hazardous material accidents. (Unknown source)

Hazard (Technological): “…the interaction between technology, society, and the environment” (Cutter 1993, 2).

“Technological hazards arise from our individual and collective use of technology” (Cutter 1993, 1).

“The elements of complexity, surprise, and interdependence are governing characteristics of technological hazards” (Cutter 1993, 2).


Hazard (Technological): A range of hazards emanating from the manufacture, transportation, and use of such substances as radioactive materials, chemicals, explosives, flammables, agricultural pesticides, herbicides, and disease agents; oil spills on land, coastal waters, or inland water systems; and debris from space. (FEMA, FRP Appendix B, 1992)

Hazard (Technological): Technological hazards are best seen as accidental failures of design or management affecting large-scale structures, transport systems or industrial activities which present life-threatening risks to the local community….the failure “trigger” which provokes a technological disaster is likely to arise for one of the following reasons: (1) defective design; (2) inadequate management; (3) sabotage or terrorism (Smith 1996, 316).

Hazard Analysis: Involves identifying all of the hazards that potentially threaten a jurisdiction and analyzing them in the context of the jurisdiction to determine the degree of threat that is posed by each. (FEMA, Emergency Planning Workshop Instructor Guide, 1997)
**Hazard Analysis:** “Hazard analysis is the process by which hazards that threaten the community are identified, researched, and ranked according to the risks they pose and the areas and infrastructure that are vulnerable to damage from an event involving the hazards. The outcome of this step is a written hazard analysis that quantifies the overall risk to the community from each hazard.” (FEMA, *Emergency Planning IS-235*, May 24, 2007 update)

**Hazard Analysis:** “A hazards analysis consists of two parts. The first involves knowledge of the kinds of hazards that might threaten the community. This knowledge includes the probability of the event occurring at varying levels of intensity and at varying locations throughout the community. Determinations of probability, intensity, and location can be made on the basis of historical evidence, empirical research, or community perception.” (McLoughlin 1985, 168)

**Hazard Analysis:** “The identification and evaluation of all hazards that potentially threaten a jurisdiction to determine the degree of threat that is posed by each.” (Michigan DEM 1998, 6)

**Hazard Analysis:** That part of the overall planning process which identifies and describes hazards and their effects upon the community. (National Disasters Organization 1992)

**Hazard Analysis:** “Identification, studies and monitoring of any hazard to determine its potential, origin, characteristics and behaviour.” (UN/ISDR, *Terminology: Basic Terms of Disaster Risk Reduction*, March 31, 2004)


**Hazard Assessment:** Identification of hazards in given location. (D&E Reference Center 1998)

**Hazard Assessment:** (Sometimes Hazard Analysis/Evaluation) The process of estimating, for defined areas, the probabilities of the occurrence of potentially-damaging phenomenon of given magnitudes within a specified period of time. Hazard assessment involves analysis of formal and informal historical records, and skilled interpretation of existing topographical graphical, geological geomorphological, hydrological, and land-use maps. (Simeon Institute 1998)

**Hazard Identification:** A structured approach for identifying those hazards judged by local officials to pose a significant threat to their jurisdiction.

**Hazard Identification:** …defines the magnitudes (intensities) and associated probabilities (likelihoods) of natural hazard that may pose threats to human interests in specific geographic areas. (Deyle, French, Olshansky and Patterson 1998, 121).

**Hazard Identification:** “…the process of defining and describing a hazard, including its physical characteristics, magnitude and severity, probability and frequency, causative factors, and locations/areas affected” (FEMA, *Multi Hazard…Assessment*, 1997, p. xxi).
**Hazard Identification:** Hazard Identification locates hazardous areas, often estimates the probability of hazardous events of various magnitudes, and sometimes assesses the separate characteristics of the hazards (e.g., for hurricanes: wind, high water, and wave action). *(Godschalk, Kaiser, and Berke, 1998, 98)*

**Hazard Identification:** “…the identification of potential sources of harm.” *(International Standards Organization 1990)*

**Hazard Identification:** “The hazard identification should include the following types of potential hazards. This list is not all-inclusive but reflects the general categories that should be assessed in the hazard identification. (1) Naturally occurring hazards that can occur without the influence of people and have potential direct or indirect impact on the entity (people, property, the environment), such as the following: (a) Geological hazards (does not include asteroids, comets, meteors)
   i. Earthquake
   ii. Tsunami
   iii. Volcano
   iv. Landslide, mudslide, subsidence
   v. Glacier, iceberg
   (b) Meteorological hazards
   i. Flood, flash flood, seiche, tidal surge
   ii. Drought
   iii. Fire (forest, range, urban, wildland, urban interface)
   iv. Snow, ice, hail, sleet, avalanche
   v. Windstorm, tropical cyclone, hurricane, tornado, water spout, dust/sand storm
   vi. Extreme temperatures (heat, cold)
   vii. Lightning strikes
   viii. Famine
   ix. Geomagnetic storm
   (c) Biological hazards
   i. Emerging diseases that impact humans or animals [plague, smallpox, anthrax, West Nile virus, foot and mouth disease, SARS, pandemic disease, BSE (Mad Cow Disease)]
   ii. Animal or insect infestation or damage
   (2) Human-caused events such as the following:
   (a) Accidental
   i. Hazardous material (explosive, flammable liquid, flammable gas, flammable solid, oxidizer, poison, radiological, corrosive) spill or release
   ii. Explosion/fire
   iii. Transportation accident
   iv. Building/structure collapse
   v. Energy/power/utility failure
   vi. Fuel/resource shortage
   vii. Air/water pollution, contamination
   viii. Water control structure/dam/levee failure
   ix. Financial issues, economic depression, inflation, financial system collapse
   x. Communications systems interruptions
xi. Misinformation
(b) Intentional
i. Terrorism (explosive, chemical, biological, radiological, nuclear, cyber)
ii. Sabotage
iii. Civil disturbance, public unrest, mass hysteria, riot
iv. Enemy attack, war
v. Insurrection
vi. Strike or labor dispute
vii. Disinformation
viii. Criminal activity (vandalism, arson, theft, fraud, embezzlement, data theft)
ix. Electromagnetic pulse
x. Physical or information security breach
xi. Workplace violence
xii. Product defect or contamination
xiii. Harassment
xiv. Discrimination
(3) Technological-caused events that can be unrelated to natural or human-caused events, such as the following:
(a) Central computer, mainframe, software, or application (internal/external)
(b) Ancillary support equipment
(c) Telecommunications
(d) Energy/power/utility” (NFPA 1600, 2007, p. 14)

Hazard Identification: The process of recognizing that a hazard exists and defining its characteristics (Standards Australia/New Zealand 1995).

Hazard Management: “…utilizes individual and collective strategies to reduce and mitigate the impacts of hazards on people and places” (Cutter 1993, 2).

Hazard Mitigation: Any measure that will reduce the potential for damage from a disaster event.

Hazard Mitigation: “Floods, earthquakes, hurricanes, wildfires, tornadoes, and technological disasters cause billions of dollars of damage annually throughout the United States. The loss of lives, injuries, and damages to homes, businesses, or workplaces cause incalculable hardship and emotional suffering, and tear at the very fabric of our lives and our communities. While we will never be able to completely prevent disasters from occurring, we know how to reduce their impacts. Hazard mitigation is the most proactive and successful method for reducing the physical, financial, and emotional losses caused by disasters. Utilizing mitigation activities such as land use planning, site design, engineering, and retrofitting of homes, structures, schools, public buildings and businesses, we are able to reduce future disaster losses. “Hazard mitigation” means actions that reduce or eliminate the long-term risk to people and property from the effects of hazards. FEMA’s hazard mitigation efforts consist of three objectives: risk analysis, risk reduction and flood insurance. These objectives work in tandem in enabling the Nation’s at-risk population to reap the rewards of good hazard mitigation practices:

- Creation of safer communities by reducing loss of life and property;
• Recovering more rapidly from floods and other disasters; and

• Reducing the financial impact on States, local and tribal communities, and the national treasury.” (FEMA, Vision for New FEMA, December 12, 2006, p. 27)

Hazard Mitigation: Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and environment (UN 1992, 41).

Hazard Mitigation Grant Program (HMPG): “The Hazard Mitigation Grant Program (HMGP) provides grants to States and local governments to implement long-term hazard mitigation measures after a major disaster declaration. The purpose of the HMGP is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster. The HMGP is authorized under Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act.” (FEMA. Hazard Mitigation Grant Program. September 12, 2007 update)

Hazard Probability: The estimated likelihood that a hazard will occur in a particular area.

Hazard Risk: The probability of experiencing disaster damage.

Hazard Vulnerability: The susceptibility of life, property, or the environment to damage if a hazard occurs.

Hazard Vulnerability Analysis: “A hazard vulnerability analysis identifies the disasters most likely to strike an organization or facility, and estimates the potential impact of the disaster on the surrounding community. The goal of the analysis is to prioritize potential disasters that could affect a facility based on likelihood of occurrence and impact. The analysis can then be used as a starting point for emergency plans, enabling communities to use their resources most effectively.” (DHS, LLIS.gov Glossary)

Hazard Vulnerability Analysis: “The JCAHO defines hazard vulnerability analysis as the identification of hazards and the direct and indirect effect these hazards may have on the hospital. The hazards that have occurred or could occur must be balanced against the population that is at risk to determine the vulnerability to the given hazard.” (McLaughlin, Hazard Vulnerability Analysis, February 2001, p. 5)

Hazardous Material: “…this chapter will use the term "hazardous materials" in a broad sense to include: Explosive, flammable, combustible, corrosive, oxidizing, toxic, infectious, or radioactive materials that, when involved in an accident and released in sufficient quantities, put some portion of the general public in immediate danger from exposure, contact, inhalation, or ingestion.” FEMA, Guide For All-Hazard Emergency Operations Planning, 1996, p. 6-C-1)

Hazardous Material (HAZMAT): Any material which is explosive, flammable, poisonous, corrosive, reactive, or radioactive (or any combination), and requires special care in handling because of the hazards posed to public health, safety, and/or the environment. (Firescope 1994)
Hazardous Material: “A substance (gas, liquid, or solid) capable of creating harm to people, the environment, and property.” (NFPA 471, 1997, p. 9)

Hazardous Material: “For the purposes of ESF #1, hazardous material is a substance or material, including a hazardous substance, that has been determined by the Secretary of Transportation to be capable of posing an unreasonable risk to health, safety, and property when transported in commerce, and which has been so designated (see 49 CFR 171.8). For the purposes of ESF #10 and the Oil and Hazardous Materials Incident Annex, the term is intended to mean hazardous substances, pollutants, and contaminants as defined by the NCP.” (USCG, IM Handbook, 2006, Glossary 25-10)

Hazardous Substance: “As defined by the NCP, any substance designated pursuant to section 311(b)(2)(A) of the Clean Water Act; any element, compound, mixture, solution, or substance designated pursuant to section 102 of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA); any hazardous waste having the characteristics identified under or listed pursuant to section 3001 of the Solid Waste Disposal Act (but not including any waste the regulation of which under the Solid Waste Disposal Act (42 U.S.C. § 6901 et seq.) has been suspended by act of Congress); any toxic pollutant listed under section 307(a) of the Clean Water Act; any hazardous air pollutant listed under section 112 of the Clean Air Act (42 U.S.C. § 7521 et seq.); and any imminently hazardous chemical substance or mixture with respect to which the EPA Administrator has taken action pursuant to section 7 of the Toxic Substances Control Act (15 U.S.C. § 2601 et seq.).” (USCG, IM Handbook, 2006, Glossary 25-10)

HAZUS: Hazards US.

HAZUS MH (Hazards US Multi Hazard): “HAZUS-MH is a powerful risk assessment software program for analyzing potential losses from floods, hurricane winds and earthquakes. In HAZUS-MH, current scientific and engineering knowledge is coupled with the latest geographic information systems (GIS) technology to produce estimates of hazard-related damage before, or after a disaster occurs.” (FEMA, HAZUS – FEMA’s Software Program for Estimating Potential Losses From Disaster, September 10, 2007 update)

HCFs: Healthcare Facilities.

HD: Homeland Defense.

Health Resources and Services Administration (HHS): “The Health Resources and Services Administration (HRSA), an agency of the U.S. Department of Health and Human Services, is the primary Federal agency for improving access to health care services for people who are uninsured, isolated or medically vulnerable.” Goal 6 of HRSA’s 7 goals is to: ‘Enhance the Ability of the Health Care System to Respond to Public Health Emergencies’.” (HRSA, About HRSA, accessed November 1, 2007)
**Heat Wave:** Marked warming of the air, or the invasion of very warm air, over a large area; it usually lasts from a few days to a few weeks. ([WMO 1992, 294](#))

**Heritage Emergency National Task Force:** “…a partnership of 41 national service organizations and federal agencies created to protect cultural heritage from the damaging effects of natural disasters and other emergencies. The Task Force was founded in 1995 and is co-sponsored by Heritage Preservation and the Federal Emergency Management Agency. Its primary goals are to:

- Help cultural heritage institutions and sites be better prepared for emergencies and obtain needed resources when disaster strikes.
- Encourage the incorporation of cultural and historic assets into disaster planning and mitigation efforts at all levels of government.
- Facilitate a more effective and coordinated response to all kinds of emergencies, including catastrophic events.
- Assist the public in recovering treasured heirlooms damaged by disasters.” ([Heritage Preservation, About the Task Force, August 2007](#))

**HFA:** Hyogo Framework for Action.

**HHS:** U.S. Department of Health and Human Services.

**HITRAC:** Homeland Infrastructure Threat and Risk Analysis Center. ([DHS, NIPP, 2006, p. 101](#))

**HLS:** Homeland Security.

**HLT:** Hurricane Liaison Team.

**HMPG:** Hazard Mitigation Grant Program.

**Homeland:** “Fatherland: the country where you were born.” [wordnet.princeton.edu/perl/webwn](#)

**Homeland:** “‘American homeland’ or ‘homeland’ means the United States, in a geographic sense.” ([Homeland Security Act of 2002, p. 3](#))

**Homeland Defense:** “Homeland defense is the protection of US sovereignty, territory, domestic population, and critical defense infrastructure against external threats and aggression, or other threats as directed by the President. The Department of Defense is responsible for homeland defense.” ([DoD, Strategy for Homeland Defense and Civil Support. June 2005, p. 5](#))

**Homeland Defense Current Trends Security Environment Strategic Guidance:** “While no one can predict exactly how the future will unfold, current trends indicate a security environment with the following characteristics that are of particular interest to NORAD and USNORTHCOM:

- Some states will continue to pose challenges with increasingly capable traditional capabilities including aircraft, kinetic weapons, ballistic and cruise missiles
- Terrorism will remain a focus because it will continue to be unpredictable, yet credible, well organized, and well financed
- Current asymmetric threats will be accomplished by new asymmetric threats such as information attacks or kinetic and non-kinetic attacks on space systems
- Globalization will continue, creating opportunities for economic growth and providing an impetus for political freedoms, but also accelerating the spread of disease, weapons of mass destruction, extremist ideologies, and terrorism.” (Keating, CDRNORAD-CDRUSNORTHCOM Strategic Guidance, November 1, 2006, p. 2)

Homeland Infrastructure Threat and Risk Analysis Center. “DHS has established the Homeland Infrastructure Threat and Risk Analysis Center (HITRAC) to develop products to help inform infrastructure owners and operators of any threats they may potentially face, as well as to better inform their security planning and investment decisions. HITRAC is currently working in partnership with industry to develop an updated threat assessment for the chemical sector detailing plausible terrorist threats on a sector basis. This effort includes available intelligence as well as operational tactics, techniques, and procedures derived from study of overseas terrorist operations.” (Stephan, June 15, 2005, p. 3)

Homeland Security: “Homeland Security is a concerted national effort to prevent and disrupt terrorist attacks, protect against man-made and natural hazards, and respond to and recover from incidents that do occur.” (DHS, NRF Comment Draft, September 2007, p. 6)

Homeland Security: “Homeland security encompasses five distinct missions: domestic preparedness and civil support in case of attacks on civilians, continuity of government, continuity of military operations, border and coastal defense, and national missile defense. This report extensively details four of those mission areas (national missile defense having been covered in great detail elsewhere).” (Larson & Peters, 2000)

Homeland Security: “Homeland security is a coordinated national effort to ensure the domestic security of the United States against attack or natural disaster, to reduce national vulnerability to such events, and to minimize damage and speed recovery should they occur.” (McIntyre, working definition for homeland security education programs, 2007)


Homeland Security: “Homeland security consists of all military activities aimed at preparing for, protecting against or managing the consequences of attacks on American soil, including the CONUS and US territories and possessions. It includes all actions to safeguard the populace and its property, critical infrastructure, the government and the military, its installations and deploying forces.” (Peters/RAND Corp., 2000, 1)

Homeland Security: “The U.S. government defines homeland security as the domestic effort (as opposed to the overseas war on terrorism) to defend America from terrorists. In practice, homeland security efforts have also come to comprise general preparedness under the all-hazards doctrine, which focuses on common efforts that help prepare for both terrorist attacks and other
natural or human-made catastrophes, such as hurricanes and accidental chemical spills.” (Sauter and Carafano 2005, xiv)

**Homeland Security:** “Homeland security should not be viewed as exclusively or even primarily a military task. Securing the "domestic battlespace"-- a highly complex environment--requires Federal departments and agencies, state and local governments, the private sector, and individual citizens to perform many strategic, operational, and tactical level tasks in an integrated fashion. These actions must be synchronized with others that are being taken on the international front to prosecute the war against global terrorism.” (Tomisek 2002, 1)


[2007 additional language relating to other than terrorism disasters: “This Strategy… recognizes that effective preparation for catastrophic natural disasters and man-made disasters, while not homeland security per se, can nevertheless increase the security of the Homeland.” (White House, *National Strategy For Homeland Security*, 2007, p. 1:3)]

**Homeland Security:** “Homeland security or Homeland defense is a neologism referring to domestic governmental actions justified, or allegedly justified, by potential guerrilla attacks or terrorism. The term became prominent in the United States following the September 11, 2001 Terrorist Attack, although it was used less frequently before that incident.” Wikipedia

**Homeland Security Act of 2002:** “Public Law 107-296, 6 U.S.C. 101 et seq., November 25, 2003, established the Department of Homeland Security (DHS) with the mandate and legal authority to protect the American people from the continuing threat of terrorism. In the Act, Congress assigned DHS the primary missions to: • Prevent terrorist attacks within the United States, • Reduce the vulnerability of the United States to terrorism at home, • Minimize the damage and assist in the recovery from any attacks that may occur, and • Act as the focal point regarding natural and manmade crises and emergency planning. The Homeland Security Act gives the Secretary of Homeland Security full authority and control over the Department and the duties and activities performed by its personnel, and it vests him with the broad authority necessary to fulfill the Department’s statutory mission to protect the American homeland. This statutory authority, combined with the President’s direction in Homeland Security Presidential Directive 5, supports the NRP’s unified, effective approach to domestic prevention, preparedness, response, and recovery activities.” (DHS, *National Response Plan* (Draft #1), February 25, 2004, p. 66)

**Homeland Security Advisory Council:** “The HSAC provides advice and recommendations to the Secretary of Homeland Security on relevant issues. The Council members, appointed by the DHS Secretary, include experts from State and local governments, public safety, security and first-responder communities, academia, and the private sector.” (DHS, NIPP, 2006, p. 27)

**Homeland Security Advisory System:** “The advisory system provides measures to remain
vigilant, prepared, and ready to deter terrorist attacks. The following Threat Conditions each represent an increasing risk of terrorist attacks. Beneath each Threat Condition are suggested protective measures, recognizing that the heads of Federal departments and agencies are responsible for developing and implementing appropriate agency-specific protective measures:

**Low Condition (Green).** This condition is declared when there is a low risk of terrorist attacks. Federal departments and agencies should consider the following general measures in addition to the agency-specific Protective Measures they develop and implement: refining and exercising as appropriate preplanned Protective Measures; ensuring personnel receive proper training on the Homeland Security Advisory System and specific preplanned department or agency Protective Measures; and institutionalizing a process to assure that all facilities and regulated sectors are regularly assessed for vulnerabilities to terrorist attacks, and all reasonable measures are taken to mitigate these vulnerabilities.

**Guarded Condition (Blue).** This condition is declared when there is a general risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Condition, Federal departments and agencies should consider the following general measures in addition to the agency-specific Protective Measures that they will develop and implement: checking communications with designated emergency response or command locations; reviewing and updating emergency response procedures; and providing the public with any information that would strengthen its ability to act appropriately.

**Elevated Condition (Yellow).** An Elevated Condition is declared when there is a significant risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, Federal departments and agencies should consider the following general measures in addition to the Protective Measures that they will develop and implement: increasing surveillance of critical locations; coordinating emergency plans as appropriate with nearby jurisdictions; assessing whether the precise characteristics of the threat require the further refinement of preplanned Protective Measures; and implementing, as appropriate, contingency and emergency response plans.

**High Condition (Orange).** A High Condition is declared when there is a high risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, Federal departments and agencies should consider the following general measures in addition to the agency-specific Protective Measures that they will develop and implement: coordinating necessary security efforts with Federal, State, and local law enforcement agencies or any National Guard or other appropriate armed forces organizations; taking additional precautions at public events and possibly considering alternative venues or even cancellation; preparing to execute contingency procedures, such as moving to an alternate site or dispersing their workforce; and restricting threatened facility access to essential personnel only.

**Severe Condition (Red).** A Severe Condition reflects a severe risk of terrorist attacks. Under most circumstances, the Protective Measures for a Severe Condition are not
intended to be sustained for substantial periods of time. In addition to the Protective Measures in the previous Threat Conditions, Federal departments and agencies also should consider the following general measures in addition to the agency-specific Protective Measures that they will develop and implement: increasing or redirecting personnel to address critical emergency needs; signing emergency response personnel and pre-positioning and mobilizing specially trained teams or resources; monitoring, redirecting, or constraining transportation systems; and closing public and government facilities.” (US Army TRADOC, 2007, p. 149)

Homeland Security and Defense Education Consortium (HSDEC): “The Homeland Security and Defense Education Consortium, or HSDEC, is a network of teaching and research institutions focused on promoting education, research, and cooperation related to and supporting the homeland security / defense mission. The consortium is committed to building and maintaining a community of higher education institutions supporting this mission and the overall homeland security effort through the sharing and advancement of knowledge.

HSDEC Tenets:
- Ensure the Department of Defense (NORAD and USNORTHCOM) role in, and perspective on, homeland security is adequately and accurately reflected in educational initiatives.
- Promote and facilitate homeland security related education program development.
- Focus and facilitate homeland security related research and development.
- Encourage cooperation between consortium institutions. (NORTHCOM, HSDEC)

Homeland Security Council: “Securing Americans from terrorist threats or attacks is a critical national security function. It requires extensive coordination across a broad spectrum of Federal, State, and local agencies to reduce the potential for terrorist attacks and to mitigate damage should such an attack occur. The Homeland Security Council (HSC) shall ensure coordination of all homeland security-related activities among executive departments and agencies and promote the effective development and implementation of all homeland security policies.” (HSPD-1)

Homeland Security Council Deputies Committee (HSC/DC): “The HSC Deputies Committee (HSC/DC) shall serve as the senior sub-Cabinet interagency forum for consideration of policy issues affecting homeland security. The HSC/DC can task and review the work of the HSC interagency groups discussed below. The HSC/DC shall help ensure that issues brought before the HSC/PC or the HSC have been properly analyzed and prepared for action. The HSC/DC shall have the following as its regular members: the Deputy Secretary of the Treasury; the Deputy Secretary of Defense; the Deputy Attorney General; the Deputy Secretary of Health and Human Services; the Deputy Secretary of Transportation; the Deputy Director of the Office of Homeland Security (who serves as Chairman); the Deputy Director of Central Intelligence; the Deputy Director of the Federal Bureau of Investigation; the Deputy Director of the Federal Emergency Management Agency; the Deputy Director of the Office of Management and Budget; and the Assistant to the President and Chief of Staff to the Vice President. The Assistant to the President and Deputy National Security Advisor shall be invited to attend all meetings of the HSC/DC. The following people shall be invited to attend when issues pertaining to their responsibilities and expertise are to be discussed: the Deputy Secretary of State; the Deputy Secretary of the
Interior; the Deputy Secretary of Agriculture; the Deputy Secretary of Commerce; the Deputy Secretary of Labor; the Deputy Secretary of Energy; the Deputy Secretary of Veterans Affairs; the Deputy Administrator of the Environmental Protection Agency; the Deputy National Security Advisor for Combating Terrorism; and the Special Advisor to the President for Cyberspace Security. The Executive Secretary of the Office of Homeland Security shall serve as Executive Secretary of the HSC/DC. Other senior officials shall be invited, when appropriate.” (HSPD-1)

**Homeland Security Council Policy Coordination Committees (HSC/PCCs):** “HSC Policy Coordination Committees (HSC/PCCs) shall coordinate the development and implementation of homeland security policies by multiple departments and agencies throughout the Federal government, and shall coordinate those policies with State and local government. The HSC/PCCs shall be the main day-to-day fora for interagency coordination of homeland security policy. They shall provide policy analysis for consideration by the more senior committees of the HSC system and ensure timely responses to decisions made by the President. Each HSC/PCC shall include representatives from the executive departments, offices, and agencies represented in the HSC/DC. Eleven HSC/PCCs are hereby established for the following functional areas, each to be chaired by the designated Senior Director from the Office of Homeland Security:

1. Detection, Surveillance, and Intelligence (by the Senior Director, Intelligence and Detection);
2. Plans, Training, Exercises, and Evaluation (by the Senior Director, Policy and Plans);
3. Law Enforcement and Investigation (by the Senior Director, Intelligence and Detection);
4. Weapons of Mass Destruction (WMD) Consequence Management (by the Senior Director, Response and Recovery);
5. Key Asset, Border, Territorial Waters, and Airspace Security (by the Senior Director, Protection and Prevention);
6. Domestic Transportation Security (by the Senior Director, Protection and Prevention);
7. Research and Development (by the Senior Director, Research and Development);
8. Medical and Public Health Preparedness (by the Senior Director, Protection and Prevention);
9. Domestic Threat Response and Incident Management (by the Senior Director, Response and Recovery);
10. Economic Consequences (by the Senior Director, Response and Recovery); and
11. Public Affairs (by the Senior Director, Communications). (White House, HSPD-1, 2001)

**Homeland Security Council Principals Committee (HSC/PC):** “The HSC Principals Committee (HSC/PC) shall be the senior interagency forum under the HSC for homeland security issues. The HSC/PC is composed of the following members: the Secretary of the Treasury; the Secretary of Defense; the Attorney General; the Secretary of Health and Human Services; the Secretary of Transportation; the Director of the Office of Management and Budget; the Assistant to the President for Homeland Security (who serves as Chairman); the Assistant to the President and Chief of Staff; the Director of Central Intelligence; the Director of the Federal Bureau of Investigation; the Director of the Federal Emergency Management Agency; and the Assistant to the President and Chief of Staff to the Vice President. The Assistant to the President for National Security Affairs shall be invited to attend all meetings of the HSC/PC. The following people shall be invited to HSC/PC meetings when issues pertaining to their responsibilities and expertise are discussed: the Secretary of State; the Secretary of the Interior; the Secretary of Agriculture; the Secretary of Commerce; the Secretary of Labor; the Secretary
of Energy; the Secretary of Veterans Affairs; the Administrator of the Environmental Protection Agency; and the Deputy National Security Advisor for Combating Terrorism. The Counsel to the President shall be consulted regarding the agenda of HSC/PC meetings and shall attend any meeting when, in consultation with the Assistant to the President for Homeland Security, the Counsel deems it appropriate. The Deputy Director of the Office of Homeland Security shall serve as Executive Secretary of the HSC/PC. Other heads of departments and agencies and senior officials shall be invited, when appropriate.” (White House, HSPD-1, Oct 30, 2001)

**Homeland Security Data Network (HSDN):** “A communications system and IT infrastructure used by the Department of Homeland Security to streamline and merge classified networks into a single, integrated network which is being designed to become a major secure information thoroughfare joining together intelligence agencies, law enforcement, disaster management, and front-line disaster response organizations.” (HSC, NCPIP, August 2007, p. 63)

**Homeland Security Education:** “In order to ensure the success of the Homeland Security Management System, our Nation must further develop a community of homeland security professionals. This requires establishing multidisciplinary education in homeland and relevant national security policies and strategies; the planning process; execution of operations and exercises; and overall assessment and evaluation. Furthermore, this should include an understanding and appreciation of appropriate regions, religions, cultures, legal systems, and languages.” (White House, National Strategy for Homeland Security, October 2007, p. 45)

[Note: “Homeland Security,” as defined in this 2007 Strategy, as well as in the 2002 Strategy, is exclusively within the province of terrorism.]

**Homeland Security Exercise and Evaluation Program (HSEEP):** “The NEP utilizes the HSEEP as the common methodology for exercises. HSEEP is a capabilities- and performance based exercise program that provides standardized policy, doctrine, and terminology for the design, development, conduct, and evaluation of homeland security exercises. HSEEP also provides tools and resources to facilitate the management of self-sustaining homeland security exercise programs.” (HSC, National Continuity Policy Implementation Plan, Aug. 2007, p. 63; and FEMA, Homeland Security Exercise and Evaluation Program (HSEEP).)

**Homeland Security Four Foundations:** “The Strategy [NSHS]…describes four foundations…that cut across all of the mission areas, across all levels of government, and across all sectors of our society. These foundations…

- law,
- science and technology,
- information sharing and systems, and
- international cooperation

provide a useful framework for evaluating our homeland security investments across the federal government.” (White House, National Strategy for Homeland Security, July 2002, p. 4)
Homeland Security Grant Program: “One of the core missions of the Department of Homeland Security (DHS) is to enhance the ability of state, local, and tribal governments to prevent, protect against, respond to, and recover from terrorist attacks and other disasters. The Homeland Security Grant Program (HSGP) is a primary funding mechanism for building and sustaining national preparedness capabilities. HSGP is comprised of five separate grant programs:

- Urban Areas Security Initiative (UASI)
- State Homeland Security Program (SHSP)
- Law Enforcement Terrorism Prevention Program (LETPP)
- Metropolitan Medical Response System (MMRS)
- Citizen Corps Program (CCP)

Together, these grants fund a range of preparedness activities, including planning, organization, equipment purchase, training, exercises, and management and administration costs. HSGP programs support objectives outlined in the National Preparedness Guidelines and related national preparedness doctrine, such as the National Incident Management System, National Response Plan, and the National Infrastructure Protection Plan. Current and prior year funding levels for each of the grants is detailed in the following table.” (DHS, Fiscal Year 2007 Homeland Security Grant Program, July 18, 2007, p. 2)

Homeland Security Higher Education: “One concern often noted by university leaders that have, or have considered, establishing a homeland security academic program was defining what the discipline entails. The federal government defines homeland security as “a concerted national effort to prevent terrorist attacks within the United States, reduce America’s vulnerability to terrorism, and minimize the damage and recover from attacks that do occur.”14 The National Strategy for Homeland Security lists essential areas of focus that appear to have been considered by many academic programs.15 However, it is important to note that the current national strategy for homeland security definition was largely developed by the federal government and is void of issues relating to natural disasters. If the federal definition of homeland security is to be the basis of homeland security programs, but lacks recognition of the non-federal entities with homeland security responsibilities and is also shortsighted in recognizing the all-hazards nature of incidents, academia may wish to expand its view of the homeland security environment when establishing relevant curriculum.

As the discipline evolves, issues deemed homeland security-related appear to be expanding outside the current working definition of homeland security. Whether a terrorist incident, natural disaster, or incident of unknown cause, one might argue that the current trend is to deem any activity that may have tangential negative societal security implications as having a nexus to homeland security. If the future of homeland security continues the trend toward a boundless view of the field, school administrators may struggle with determining the courses to be taught in a program that purports to prepare students for this new discipline.” (Rollans and Rowan, The

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- History and basic principles of homeland security
- History of homeland security and terrorism
- Structures and functions of DHS
- Demonstrated ability to apply national response planning documents
- Deep understanding of threat environment—emerging threats, nature of four main threats, prevention, response, impact
- Globalization and homeland security
- Federal, state and local issues that impact preparedness, including varying state homeland security structures/systems
- Tools available and their uses
- Training and exercises—participating in or leading mock incidents
- Intelligence warning process
- How constitution and legal framework affect homeland security.

Homeland Security Information: “Experience has shown that there is no single source for information related to terrorism. It is derived by gathering, fusing, analyzing, and evaluating relevant information from a broad array of sources on a continual basis. Important information can come through the efforts of the Intelligence Community, Federal, State, tribal, and local law enforcement and homeland security authorities, other government agencies (e.g., the Department of Transportation, the Department of Health and Human Services), and the private sector (e.g., the transportation, healthcare, financial, and information technology sectors). Commonly referred to as homeland security information, terrorism information, or law enforcement information, this wide-ranging information can be found across all levels of government as well as in the private sector.” (White House, National Strategy for Information Sharing, 2007, p. 2)

Homeland Security Information Bulletins: “Guidance for Federal, State, local, and other governments; private sector organizations; and international partners concerned with our Nation’s critical infrastructures that do not meet the timeliness, specificity, or significance thresholds of warning messages. Bulletins often include statistical reports, periodic summaries, incident response or reporting guidelines, common vulnerabilities and patches, and configuration standards or tools.” (HSC, National Continuity Policy IP, 2007, p. 63)

Homeland Security Information Network (HSIN): “A communications system and IT infrastructure used by…[DHS] to transmit sensitive but unclassified information. The HSIN serves as a nationwide information-sharing and collaboration tool and is intended to offer real-time chat and instant messaging capability as well as a document library that contains reports from multiple Federal, State, and local sources. HSIN features suspicious incident information and analysis of terrorist threats, tactics, and weapons. HSIN includes over 35 communities of interest, such as emergency management, law enforcement, counterterrorism, States, and private
sector communities. Each community of interest has Web pages that are tailored for the community and contain general and community-specific news articles, links, and contact information. HSIN features include a document library, a discussion thread/bulletin board capability, and a chat tool among others.” (HSC, NCPIP, August 2007, p. 63)

**Homeland Security Institute (HSI):** “The Homeland Security Institute (HSI) is a Studies and Analysis Federally Funded Research and Development Center established pursuant to Section 312 of the Homeland Security Act of 2002. HSI delivers independent and objective analyses and advises in core areas important to its sponsor in support of policy development, decision-making, analysis of alternative approaches, and evaluation of new ideas on issues of significance.” (HSI, Welcome to the HSI, 2007)

**Homeland Security Management System:** “In order to continue strengthening the foundations of a prepared Nation, we will establish and institutionalize a comprehensive Homeland Security Management System that incorporates all stakeholders. Relevant departments and agencies of the Federal Government must take the lead in implementing this system, and State, local, and Tribal governments are highly encouraged to ultimately adopt fully compatible and complementary processes and practices as part of a full-scale national effort.

Our current approach to managing homeland security has focused on doctrine and planning through the National Preparedness Guidelines (NPG)…. This new Homeland Security Management System…will involve a continuous, mutually reinforcing cycle of activity across four phases:

• **Phase One: Guidance.** The first phase in our Homeland Security Management System encompasses overarching homeland security guidance. It is the foundation of our system, and it must be grounded in clearly articulated and up-to-date homeland and relevant national security policies, with coordinated supporting strategies, doctrine, and planning guidance flowing from and fully synchronizing with these policies….

• **Phase Two: Planning.** The second phase is a deliberate and dynamic system that translates our policies, strategies, doctrine, and planning guidance into a family of strategic, operational, and tactical plans….

• **Phase Three: Execution.** The third phase in the Homeland Security Management System encompasses the execution of operational and tactical-level plans….

• **Phase Four: Assessment and Evaluation.** The fourth phase involves the continual assessment and evaluation of both operations and exercises. This phase of the system will produce lessons learned and best practices that must be incorporated back into all phases of the Homeland Security Management System.” (White House, National Strategy for Homeland Security, Homeland Security Council, October 2007, pp. 43-45)

**Homeland Security Mission Areas:** “The National Strategy for Homeland Security aligns and focuses homeland security functions into six critical mission areas:
intelligence and warning,
border and transportation security,
domestic counterterrorism,
protecting critical infrastructure and key assets,
defending against catastrophic terrorism, and
emergency preparedness and response.

The first three mission areas focus primarily on preventing terrorist attacks; the next two on reducing our Nation’s vulnerabilities; and the final one on minimizing the damage and recovering from attacks that do occur.” (White House, National Strategy for HS, 2002, p. 4)

Homeland Security Objectives: “Homeland security is an exceedingly complex mission. It involves efforts both at home and abroad. It demands a range of government and private sector capabilities. And it calls for coordinated and focused effort from many actors who are not otherwise required to work together and for whom security is not always a primary mission. This Strategy establishes three objectives based on the definition of homeland security:

• Prevent terrorist attacks within the United States;
• Reduce America’s vulnerability to terrorism; and
• Minimize the damage and recover from attacks that do occur.

The order of these objectives deliberately sets priorities for America’s efforts to secure the homeland.” (White House, National Strategy for Homeland Security, July 2002, p. 3)

Homeland Security Operations Center (HSOC): “The HSOC is the primary national-level hub for operational communications, information and resource coordination pertaining to domestic incident management.” (DHS, NRP (Draft #1), Feb. 25, 2004, 22)

Homeland Security Presidential Directive 5 (HSPD-5) Domestic Incident Management: “Homeland Security Presidential Directive – 5, Management of Domestic Incidents, February 28, 2003, is intended to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system. In HSPD-5 the President designates the Secretary of Homeland Security as the principal federal official for domestic incident management and empowers him to coordinate Federal resources used in response to or recovery from terrorist attacks, major disasters, or other emergencies in specific cases. The directive assigns specific responsibilities to the Attorney General, Secretary of Defense, Secretary of State, and the Assistants to the President for Homeland Security and National Security Affairs, and directs the heads of all Federal departments and agencies to provide their “full and prompt cooperation, resources, and support,” as appropriate and consistent with their own responsibilities for protecting national security, to the Secretary of Homeland Security, Attorney General, Secretary of Defense, and Secretary of State in the exercise of leadership responsibilities and missions assigned in HSPD-5. The directive also notes that it does not alter, or impede the ability to carry out, the authorities of Federal departments and agencies to perform their responsibilities under law. (DHS, NRP (Draft #1), Feb. 25, 2004, 72)

Homeland Security Presidential Directive 5 (HSPD-5) Domestic Incident Management: “The purpose of this policy is to enhance the capability of all levels of government across the
Nation to work together efficiently and effectively using a national approach to domestic incident management. The policy requires an “all hazards approach,” which refers to preparedness for domestic terrorist attacks, major disasters, and other emergencies. Toward this end, HSPD-5 mandated DHS create two plans that define the specific requirements to ensure the necessary level of coordination—the National Incident Management System (NIMS) and the National Response Plan (NRP).” (DOT, Catastrophic Hurricane Evacuation Plan Evaluation: Report to Congress, June 1, 2006, p. 2-3)

**Homeland Security Presidential Directive–7 (HSPD–7), Critical Infrastructure Identification, Prioritization, and Protection:** “HSPD–7 directed DHS to establish a national policy for Federal departments and agencies to identify and prioritize critical infrastructure and key resources in order to prevent, deter, and mitigate the effects of deliberate efforts to destroy, incapacitate, or exploit them. Federal departments and agencies are to work with State, tribal, and local governments, the private sector, and NGOs to accomplish this objective. This effort includes completion and implementation of the National Infrastructure Protection Plan.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 11)

**Homeland Security Presidential Directive 8 (HSPD-8), National Preparedness:** “HSPD–8 directed DHS to lead a national initiative to develop a National Preparedness System—a common and unified approach to “strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters and other emergencies.” The requirements of HSPD–8 led to the National Preparedness Guidelines, which was developed to provide the means for the Nation to answer three fundamental questions:

- How prepared do we need to be?
- How prepared are we?
- How do we prioritize efforts to close the gap?

HSPD–8 also required DHS to develop mechanisms for the improved delivery of Federal preparedness assistance to State, tribal, and local governments and to strengthen the Nation’s preparedness capabilities. Fifteen National Planning Scenarios were developed to illustrate the range, scope, magnitude, and complexity of incidents for which the Nation should prepare. Using this wide range of possible scenarios, including terrorism, natural disasters, and health emergencies, helps reduce uncertainty in planning.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 11)

**Homeland Security Presidential Directive (HSPD-9), Defense of United States Agriculture and Food:** “Purpose: This directive establishes a national policy to defend the agriculture and food system against terrorist attacks, major disasters, and other emergencies. Background: The United States agriculture and food systems are vulnerable to disease, pest, or poisonous agents that occur naturally, are unintentionally introduced, or are intentionally delivered by acts of terrorism. Americas agriculture and food system is an extensive, open, interconnected, diverse, and complex structure providing potential targets for terrorist attacks. We should provide the best protection possible against a successful attack on the United States agriculture and food system, which could have catastrophic health and economic effects.” (White House, HSPD-9, January 30, 2004)

Homeland Security Professionalism: (See “Homeland Security Education”)

Homeland Security Threat Advisories: “Guidance provided to Federal, State, local, and other governments; private sector organizations; and international partners with actionable information about an incident involving, or a threat targeting, critical national networks, infrastructures, or key assets. The Threat Advisories includes products formerly named alerts, advisories, and sector notifications.” (HSC, National Continuity Policy Implementation Plan, Aug 2007, p. 63)

Homeland Security Threat Level System: “A color-coded system used to communicate with public safety officials and the public at-large through a threat-based, color-coded system so that protective measures can be implemented to reduce the likelihood of impact of an attack. [See “Color Coded Threat Level System,” and “Homeland Security Advisory System”]

Hospital Preparedness Program (HPP): “The Hospital Preparedness Program (HPP) enhances the ability of hospitals and health care systems to prepare for and respond to bioterrorism and other public health emergencies. Current program priority areas include interoperable communication systems, bed tracking, personnel management, fatality management planning and hospital evacuation planning. During the past five years HPP funds have also improved bed and personnel surge capacity, decontamination capabilities, isolation capacity, pharmaceutical supplies, training, education, drills and exercises.

Hospitals, outpatient facilities, health centers, poison control centers, EMS and other healthcare partners work with the appropriate state or local health department to acquire funding and develop healthcare system preparedness through this program. Funding is distributed directly to the Health Department of the State or political subdivision of a State (cities and counties are considered political subdivisions of States).” (HHS, The Hospital Preparedness Program, August 22, 2007 update)

HPP: Hospital Preparedness Program. (HHS, Hospital Preparedness Program, August 2007)

HRSA: Health Resources and Services Administration (Department of HHS).


HSC/PCCs: Homeland Security Council Policy Coordination Committees (WH, HSPD-1)


HSPG: Homeland Security Grant Program.


HUG: HAZUS Users Group.

Human-Made Disasters: are disasters or emergency situations where the principal, direct cause(s) are identifiable human actions, deliberate or otherwise. Apart from “technological” and “ecological”
disasters, this mainly involves situations in which civilian populations suffer casualties, losses of property, basic services and means of livelihood as a result of war or civil strife, for example:

Human-made disasters/emergencies can be of the rapid or slow onset types, and in the case of internal conflict, can lead to “complex emergencies” as well. Human-made disaster acknowledges that all disasters are caused by humans because they have chosen, for whatever reason, to be where natural phenomena occurs that result in adverse impacts of people. This mainly involves situations in which civilian populations suffer casualties, losses of property, basic services and means of livelihood as a result of war, civil strife, or other conflict. *(Simeon Institute)*

**Hurricane Category 1:** The lowest of five levels of relative hurricane intensity on the Saffir/Simpson hurricane scale. A Category 1 hurricane is defined by winds of 74 to 95 MPH, or a storm surge of 4 to 5 feet above normal. This category normally does not cause real damage to permanent structures, although damage to unanchored mobile homes, shrubbery, and trees can be expected. Also some coastal road flooding and minor pier damage. *(NOAA. The Saffir/Simpson Hurricane Scale. August 17, 2007 update)*

**Hurricane Category 2:** The second of five levels of relative hurricane intensity on the Saffir/Simpson hurricane scale. A Category 2 hurricane is defined by winds of 96 to 110 MPH, or a storm surge of 6 to 8 feet above normal. This category normally causes some roofing material, door, and window damage to buildings. Considerable damage to vegetation, mobile homes, and piers can be expected. Coastal and low lying escape routes can be expected to flood 2 to 4 hours before arrival of storm center. Small craft in unprotected anchorages will break mooring. *(NOAA. The Saffir/Simpson Hurricane Scale. August 17, 2007 update)*

**Hurricane Category 3:** The third of five levels of relative hurricane intensity on the Saffir/Simpson hurricane scale. A Category 3 hurricane is defined by winds of 111 to 130 MPH, or a storm surge of 9 to 12 feet above normal. This category normally does some structural damage to small residences and utility buildings, with a minor amount of curtain wall failures. Mobile homes are destroyed. Flooding near the coast can be expected to destroy smaller structures, with larger structures damaged by floating debris. Terrain continuously lower than 5 feet above sea level may be flooded inland as far as 6 miles. *(NOAA. The Saffir/Simpson Hurricane Scale. August 17, 2007 update)*

**Hurricane Category 4:** The fourth of five levels of relative hurricane intensity on the Saffir/Simpson hurricane scale. A Category 4 hurricane is defined by winds of 131 to 155 MPH, or a storm surge of 13 to 18 feet above normal. This category normally causes more extensive curtain wall failures, with some complete roof structure failure on small residences. Major erosion will occur at beach areas. Major damage to lower floors of structures near the shore can be expected. Terrain continuously lower than 10 feet above sea level may be flooded, requiring massive evacuation of residential areas inland as far as 6 miles. *(NOAA. The Saffir/Simpson Hurricane Scale. August 17, 2007 update)*

**Hurricane Category 5:** The severest of five levels of relative hurricane intensity on the Saffir/Simpson hurricane scale. A Category 5 hurricane is defined by winds greater than 155 MPH, or a storm surge greater than 18 feet above normal. This category normally causes complete roof failure on many residential and industrial buildings; some are blown over or away. Major damage to lower floors of all structures located less than 15 feet above sea level and within 500 yards of the...
shoreline can be expected. Massive evacuation of residential areas on low ground within 5 to 10 miles of the shoreline may be required. (NOAA. The Saffir/Simpson Hurricane Scale. August 17, 2007 update)

Hurricane Liaison Team (HLT). “The HLT is a small team designed to enhance hurricane disaster response by facilitating information exchange between the National Hurricane Center in Miami and other National Oceanic and Atmospheric Administration components and Federal, State and local government officials.” The HLT is an initial response and coordination tool deployed by FEMA in conjunction with declared emergencies and disasters.” (DHS, National Response Framework Comment Draft, September 2007, p. 59)

HVA: Hazard and Vulnerability Analysis.

Hydrology: Science that deals with the waters above and below the land surfaces of the Earth, their occurrence, circulation and distribution, both in time and space, their biological, chemical and physical properties, their reaction with their environment, including their relation to living beings. (WMO 1992, 306)

Hyogo Framework for Action and the main components of Disaster Risk Reduction: “At the World Conference on Disaster Reduction in Kobe, Japan, in 2005, the international community signed up to a 10-year DRR strategy, the Hyogo Framework for Action (HFA). The HFA sets out three strategic goals and outlines five priorities for action, which cover the main areas of DRR. It also suggests important areas for intervention within each theme.” (Twigg, Characteristics of a Disaster-resilient Community A Guidance Note, August 2007, p. 4)

IAP: Incident Action Plan.


IC: Incident Commander, under Incident Command System (ICS).

ICAF: Industrial College of the Armed Forces.

ICC: Increased Cost of Compliance (NFIP).

Ice Storm: Intense formation of ice on objects by the freezing, on impact, of rain or drizzle. (WMO 1992, 314)

ICEPP: Incident Communications Emergency Policy & Procedures.

ICP: Incident Command Post.

ICS: Incident Command System.

ICS-100: Introduction to ICS: “Entry level first responders (including firefighters, police officers, emergency medical services providers, public works on-scene personnel, public health
on-scene personnel, and other emergency responders) and other emergency personnel that require an introduction to the basic components of the ICS.” (FEMA, ICS 100 Introduction to Incident Command System)

**IEMC:** Integrated Emergency Management Course, FEMA Emergency Management Institute.

**IEMS:** Integrated Emergency Management System.

**IIIMG:** Interagency Incident Management Group. (DHS, NRP (Draft #1), Feb. 25, 2004, p. 21)

**IMAAC:** Interagency Modeling and Atmospheric Assessment Center.

**Impact Analysis:** “Impact Analysis [Business Impact Analysis (BIA)]. A management level analysis that identifies the impacts of losing the entity’s resources.” (NFPA 1600, 2007, p. 7)

“This analysis measures the effect of resource loss and escalating losses over time in order to provide the entity with reliable data upon which to base decisions concerning hazard mitigation, recovery strategies, and continuity planning.” (NFPA 1600, 2007, p. 11)

“The impact analysis is a broad description and quantification of a potential event that can impact an entity. This analysis should give a clear idea of what hazards are most likely to occur; what entity facilities, functions, or services are affected based on their vulnerability to that hazard; what actions will most effectively protect them; and the potential impact on the entity in quantifiable terms. Within the impact analysis, the entity should consider the impact external to its area of influence that can affect the entity’s ability to cope with an emergency. One example is the cascade effects of a hurricane. Direct impacts can include wind and flood damage. Secondary impacts can include communications, power, and transportation disruptions, both inside and outside the direct impact area, and the potential impact on the entity in quantifiable terms.

**A.5.3.3(3)** In order to maintain continuity of operations, the entity should identify essential or critical functions and processes, their recovery priorities, and internal and external interdependencies, so that recovery time objectives can be set.

**A.5.3.3(7)** An economic and financial impact analysis allows the quantification of the impacts without considering the cause of the emergency. This analysis is closely related to the process of identifying essential or critical functions or processes and helps decide where to place the emphasis in planning efforts. The analysis examines potential economic or financial loss resulting from disruption of the functions, processes, or services over time. The purpose of an economic and financial impact analysis is to arrive at a general loss expectancy that demonstrates what is at risk and to guide measures to mitigate the effects of an emergency….

An impact analysis could include a cost-benefit analysis. The cost-benefit analysis should not be the overriding factor in establishing a prevention strategy.” (NFPA 1600, 2007, p. 15)
**Improvement Plan:** “The portion of an After Action Report that converts lessons learned from the exercise or incident response into concrete, measurable steps that result in improved response capabilities.” (FEMA, *NIMS Compliance Metrics Terms of Reference*, October 23, 2006, p. 4)

**IMT:** Incident Management Team. (DHS, *NRF Comment Draft*, September 2007, p. 34)

**Incident:** An event, accidentally or deliberately caused, which requires a response from one or more of the statutory emergency response agencies. (*Australian Fire Authorities Glossary* 1996)

**Incident:** “An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.” (DHS, *National Infrastructure Protection Plan*, 2006, p. 103)

**Incident:** “In this document, incidents include actual or potential emergencies or all-hazard events that range from accidents and natural disasters to actual or potential terrorist attacks. They include modest events wholly contained within a single community to others that are catastrophic in nature and national in their scope or consequences.” (DHS, *National Response Framework Comment Draft*, September 2007, p. 45)

**Incident:** “Any condition that meets the definition of major disaster or emergency which causes damage or hardship that may result in a Presidential declaration of a major disaster or an emergency.” (FEMA *Disaster Dictionary* 2001, 62-63, citing Title 44 CFR 206.32)

**Incident:** “Under the ICS concept, an incident is an occurrence, either human-caused or by natural phenomena, that requires action by emergency service personnel to prevent or minimize loss of life or damage to property and/or natural resources.” (FEMA *Disaster Dictionary* 2001, 62-63, citing National Wildfire Coordinating Group, Incident Command System, National Training Curriculum, *ICS Glossary* (PMS 202, NFES #2432), October 1994)

**Incident:** “An actual or impending hazard impact, either human caused or by natural phenomena, that requires action by emergency personnel to prevent or minimize loss of life or damage to property and/or natural resources.” (HHS, *Medical Surge Capacity and Capability Handbook*, August 2004, p. D-5, Glossary)

**Incident:** “An emergency involving the release or potential release of a hazardous material, with or without fire.” (NFPA 471, 1997, p. 9)

**Incident:** A minor situation. (Oxford Canadian Dictionary, 1998)

**Incident:** “An occurrence either human-caused or natural phenomenon, that requires action or support by emergency service personnel to prevent or minimize loss of life or damage to property and/or natural resources.” (USCG, *IM Handbook*, 2006, Glossary 25-10)
Incident Action Plan (IAP): “Contains objectives reflecting the overall incident strategy, specific tactical actions and supporting information for the next operational period. The Plan may be oral or written. When written, the Plan may have a number of forms as attachments (e.g., traffic plan, safety plan, communications plan, map, etc.).” (DHS, NRP, Feb 25, 2004, p. 75)

Incident Action Plan (IAP): “A clear, concise IAP template is essential to guide the initial incident management decision process and the continuing collective planning activities of incident management teams. The planning process should provide the following:

- current information that accurately describes the incident situation and resource status;
- predictions of the probable course of events;
- alternative strategies to attain critical incident objectives; and
- an accurate, realistic IAP for the next operational period.

Five primary phases should be followed in sequence to ensure a comprehensive IAP. These phases are designed to enable the accomplishment of incident objectives within a specified time. The IAP must provide clear strategic direction and include a comprehensive listing of the tactics, resources, reserves, and support required to accomplish each overarching incident objective. The comprehensive IAP will state the sequence of events in a coordinated way for achieving multiple incident objectives. However, the IAP is a living document prepared based on the best available information at the time of the planning meeting. Planning meetings should not be delayed in anticipation of future information…. The five primary phases in the planning process are:

  - to understand the situation;
  - establish incident objectives and strategy;
  - develop the plan;
  - prepare and disseminate the plan; and
  - execute, evaluate, and revise the plan.”

(FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 120)

Incident Action Plan (IAP): “A verbal plan, written plan, or combination of both, that is updated throughout the incident and reflects the overall incident strategy, tactics, risk management, and member safety that are developed by the incident commander.” (NFPA 1600, 2007, pp. 7-8)

Incident Action Plan (IAP): “An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.” (USCG, IM Handbook 2006 Glossary 25-10)

Incident Annexes: “The Incident Annexes describe how the Framework [NRF] is applied to various types of incidents and the unique incident-specific aspects of that response. Specifically,
the Incident Annexes describe incident-specific policies and procedures for biological, cyber, food and agriculture and nuclear/radiological incidents, for incidents involving mass evacuation, and for terrorism incident law enforcement and investigation, and for catastrophic incidents.” (DHS, NRF Comment Draft, 2007, 71)

**Incident Command:** “Responsible for overall management of the incident and consists of the Incident Commander, either single or unified command, and any assigned supporting staff.” (FEMA, NIMS (FEMA 501/Draft), 2007, p. 152)

**Incident Command Post (ICP):** Under the Incident Command System, “At the tactical level, on-scene incident command and management organization are located at an Incident Command Post, which is typically comprised of local and mutual aid responders. When multiple command authorities are involved, the Incident Command Post may be led by a **unified command comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance or agreement.** The unified command provides direct, on-scene control of tactical operations.” (DHS, NRF Comment Draft, 2007, p. 48)

**Incident Command Post (ICP):** “The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities.” (USCG, IM Handbook, 2006, Glossary 29-11)

**Incident Command System (ICS):** The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for management of assigned resources to effectively direct and control the response to an incident. Intended to expand as the situation requires greater resources without requiring new, reorganized, command structures.

**Incident Command System (ICS):** “A standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. The national standard for ICS is provided by NIMS.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 75 (Glossary))

**Incident Command System (ICS):** “A standardized organizational structure used to command, control, and coordinate the use of resources and personnel that have responded to the scene of an emergency. The concepts and principles for ICS include common terminology, modular organization, integrated communication, unified command structure, consolidated action plan, manageable span of control, designated incident facilities, and comprehensive resource management.” (FEMA, Guide For All-Hazard Emergency Operations Planning, 1996, GLO-7)

**Incident Command System (ICS):** “A multi-discipline, multi-jurisdictional command system in which the responsibilities and duties of those persons holding key positions within the command structure have been designated by formal agreement and a system which is capable of expanding or shrinking as the situation warrants.” (FEMA IEMC Terrorism, 11-5)

**Incident Command System (ICS):** “A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational
structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.” (FEMA, National Incident Management System (FEMA 501/Draft), 2007, p. 152)

Incident Command System (ICS): “…a component of an overall incident management system.” (NFPA 1600, 2007, p. 11)

Incident Command System (ICS): A standardized on-scene emergency management concept specifically designed to allow it’s users to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. (NWCG 1994)

Incident Command System (ICS): “A standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries” (USCG, IM Handbook, 2006, Glossary 25-11)

Incident Command System (ICS): “Our current system for incident command has five major functional areas: command, operations, planning, logistics, and finance and administration. Although a sixth area – intelligence – is currently applied on an ad hoc basis, we must institutionalize this area throughout our new approach in support of prevention and protection activities.” (White House, National Strategy for Homeland Security, October 2007, p. 46)

Incident Command System (ICS) Core Concepts and Principles (for DHS Purposes): “ICS in DHS – Concepts and Principles -- The core concepts and principles of the ICS as taught by DHS and as defined in the NIMS Document and consistent with the National Wildfire Coordinating Group (NWCG) incorporate the following components:

- The overwhelming majority of incidents nationwide are typically handled by a single jurisdiction. Most responses need go no further. In other instances the response may rapidly expand requiring additional resources and operational support. Whether for incidents which additional resources are required or are provided from different organizations within a single jurisdiction or outside the jurisdiction, or for complex incidents with state-level or national-level implications, the ICS provides a core mechanism for coordinated and collaborative incident management.

- The NIMS requires that field command and management functions be performed in accordance with a standard set of ICS organizations, doctrine, and procedures. However, the incident commanders generally retain the flexibility to modify procedures or organizational structure as necessary to accomplish the mission.
• ICS is modular and scalable and is readily adaptable to any emergency or incident to which domestic incident management agencies would be expected to respond.

• ICS has interactive management components that set the stage for effective and efficient incident management and emergency response.

• ICS establishes common terminology, standards, and procedures that enable diverse organizations to work together effectively.

• ICS incorporates measurable objectives to ensure fulfillment of incident management goals.

• The implementation of ICS should have the least possible disruption on existing systems and processes

• The ICS should be user friendly and be applicable across a wide spectrum of emergency response and incident management disciplines.” (FEMA, National Incident Management System National Standard Curriculum Training Development Guidance, October 2005, p. 7)

**Incident Command System (ICS) Management Characteristics (14):** “ICS is based upon 14 Management Characteristics:

- Common Terminology
- Modular Organization
- Management by Objectives
- Incident Action Planning
- Manageable Span of Control
- Incident Facilities and Location
- Comprehensive Resource Management
- Integrated Communications
- Establishment and Transfer of Command
- Chain of Command and Unity of Command
- Unified Command
- Accountability
- Dispatch/Deployment
- Information and Intelligence Management” (FEMA, NIMS (FEMA 501/Draft), 2007, pp. 45-47)

**Incident Commander (IC):** “The Incident Commander is the individual responsible for all incident response activities, including the development of strategies and tactics and the ordering and release of resources. The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.” (DHS, NRF Comment Draft, September 2007, 48)

**Incident Commander (IC):** ICS term for the person, usually from the local jurisdiction, who is responsible for overall management of an incident. On most incidents, the command activity is carried out by a single IC. The IC may be assisted by a deputy from the same agency or from an assisting agency. (FEMA, Urban Search and Rescue Response System Field Ops Guide 1993)
Incident Commander (IC): “The person responsible for all decisions relating to the management of the incident. The incident commander is in charge of the incident site. This term is equivalent to the on-scene incident commander.” (NFPA 471, 1997, p. 9)

Incident Commander (IC): “The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. (See also: Unified Command).” (USCG, IM Handbook, 2006, Glossary 25-10)

Incident Communications Emergency Policy & Procedures (ICEPP): “…provides detailed guidance to Federal incident communicators on activities to be initiated in conjunction with incidents requiring a coordinated Federal response. It is applicable to all Federal departments and agencies responding under the NRF. The ICEPP establishes mechanisms to prepare and deliver coordinated and sustained messages regarding these incidents, and provides for prompt Federal acknowledgement of an incident and communication of emergency information to the public during incident management operations.” (DHS, Overview: ESF and Support Annexes Coordinating Federal Assistance In Support of the National Framework (Draft), Sep.2007, 53)

Incident Complex: “An Incident Complex refers to two or more individual incidents located in the same general area that are assigned to a single IC or UC. When an Incident Complex is established over several individual incidents, the general guideline is that the previously identified incidents would become Branches within the Operations Section of the IMT.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 60)

Incident Information: “While timely information is valuable, it also can be overwhelming. We must be able to identify what is required to assist decision makers and then rapidly summarize and prioritize the information we receive from multiple reporting systems. In order to be successful, our new approach to incident management also must have an information management system that integrates key information and defines national information requirements.” (White House, National Strategy for Homeland Security, October 2007, p. 47)

Incident Management: “The organized process of responding to an emergency event (or incident), protecting lives (human and animal) from further harm, and creating a safe environment for restoring order to critical infrastructures.” “Good (i.e. effective) IM answers the four big questions of emergency response: (1) Who is in charge? (2) How are we going to respond? (3) What resources are available? And (4) How are we going to pay for the response.” (Biby 2005, 62)

Incident Management: “…the three phases of incident management [are]: prepare, respond and recover.” (DHS, NRF Comment Draft, 2007, p. 25) “Preparedness is discussed in the National Response Plan thusly: “the NRP focuses on those activities that are directly related to an evolving incident or potential incident rather than steady-state preparedness or readiness activities conducted in the absence of a specific threat or hazard.” (DHS, NRF Comment Draft, 2007, 26)

Incident Management: “The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing
both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.” (FEMA, *National Incident Management System* (FEMA 501/Draft), 2007, p. 152)

**Incident Management:** “The entity shall develop an incident management system to direct, control, and coordinate response and recovery operations.” (NFPA 1600, 2007, 10)

**Incident Management (Versus Response):** “The homeland security community has used the terms “incident management” and “response” in complementary and occasionally interchangeable manners. Within this *Strategy*, “response” refers to actions taken in the immediate aftermath of an incident to save lives, meet basic human needs, and reduce the loss of property. “Incident management,” however, is a broader concept that refers to how we manage incidents and mitigate consequences across all homeland security activities, including prevention, protection, and response and recovery.” (White House, *National Strategy for Homeland Security*, Homeland Security Council, October 2007, p. 31)

**Incident Management Assist Team (IMAT).** “In coordination with the RRCC [Regional Response Coordination Center], FEMA may deploy an IMAT. IMATs are interagency teams composed of subject-matter experts and incident management professionals. IMAT personnel may be drawn from national or regional Federal department and agency staff according to pre-established protocols. IMAT teams make preliminary arrangements to set up Federal field facilities and initiate establishment of the JFO.” (DHS, *NRF Comment Draft*, 2007, pp. 48, 59)

**Incident Management Planning Team (DHS):** “DHS, supported by a wide range of interagency resources, has established an interagency Incident Management Planning Team that will be a nucleus around which…interagency planning work will be drafted for wider review and, ultimately, for incorporation into the [NRF] Resource Center.” (DHS, *NRF Comment Draft*, 2007, p. 76)

**Incident Management Principles and Requirements:**
- Incident Command System
- Unified Command
- Crisis Action Planning Resources
- Situational Awareness
- Prioritization of Information
- Multi-Agency Coordination Centers
- Skilled Leaders and Partners
- Training and Exercises


**Incident Management System:** “An organized system of roles, responsibilities, and standard operating procedures used to manage and direct emergency operations. Such systems are sometimes referred to as incident command systems (ICS).” (NFPA 471, 1997, p. 9)

**Incident Management System:** “A system that defines the roles and responsibilities to be assumed by personnel and the operating procedures to be used in the management and direction of emergency incidents and other functions.” (NFPA 1561, 2002, p. 8)
**Incident Management System:** “The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents.” *(NFPA 1600, 2007, 8)*

“5.9.2 The incident management system shall describe specific organizational roles, titles, and responsibilities for each incident management function.
5.9.3 The entity shall establish applicable procedures and policies for coordinating response, continuity, and recovery activities with stakeholders directly involved in response, continuity, and recovery operations.
5.9.4 The entity shall establish applicable procedures and policies for coordinating response, continuity, and recovery activities with appropriate authorities and resources, including activation and deactivation of plans, while ensuring compliance with applicable statutes or regulations. Emergency operations/response shall be guided by an incident action plan or management by objectives.” *(NFPA 1600, 2007, p.10)*

“An incident management system is designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. It is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance and administration.” *(NFPA 1600, 2007, 17)*

**Incident Management System Standard Organization:**
- Operations Section
- Planning Section
- Logistics Section
- Finance and Administration Section *(DHS, NRF Comment Draft, September 2007, p. 61)*

**Incident Management Team (IMT):** “An Incident Management Team (IMT) is an incident command organization made up of the Command and General Staff members and other appropriate personnel in an ICS organization and can be deployed or activated, as needed. National, State, and some local IMTs have formal certification and qualification, notification, deployment, and operational procedures in place. In other cases, ad hoc IMTs are formed at an incident or for specific events. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the “type,” or level, of IMT.” *(FEMA, NIMS Draft, August 2007, p. 60)*

**Incident Management Team (IMT):** “An IC and the appropriate Command and General Staff personnel assigned to an incident. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining “type,” or level, of IMT.”

**Incident Management Team (IMT):** “The Incident Commander and appropriate Command and General Staff personnel assigned to an incident.” *(USCG, IM Handbook, 2006, Glossary 25-11)*

**Incident Objectives:** “Statements of guidance and direction necessary for the selection of appropriate strategies, and the tactical direction of resources. Tactical incident objectives
address the tactical response issues while management incident objectives address the incident management issues. Tactical incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow for strategic and tactical alternatives.” (USCG, IM Handbook, 2006, Glossary 25-12)

Incident of National Significance: “For the purpose of this plan, incidents that require DHS operational and/or resource coordination are termed Incident of National Significance (also referred to as nationally significant incidents or national incidents in this plan). DHS establishes reporting requirements and conducts ongoing communications with Federal, State, local, tribal, and private sector and non-governmental organizations to maintain situational awareness, analyze threats and assess national implications of potential or actual incidents. Incidents of National Significance requiring DHS action can include the following:

1. Credible threats, indications of terrorism or acts of terrorism within the United States;
2. Major disasters or emergencies as defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, to include hurricanes, tornadoes, storms, earthquakes, fires, flood, or explosion regardless of cause; or any other occasion or instance for which the President determines that Federal assistance is needed to supplement State, local and tribal efforts to save lives and to protect property and public health and safety;
3. Catastrophic incidents, which, for the purposes of the NRP, are any natural or manmade incidents, including terrorism that leaves extraordinary levels of mass casualties, damage, and disruption severely affecting the population, infrastructure, environment, economy, and government functions. A catastrophic event results in sustained national impacts over a prolonged period of time; exceeds resources normally available in the local, State, Federal, and private sectors; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened; or
4. Unique situations that may require involvement of the Secretary of Homeland Security to aid in coordination of incident management efforts.” (DHS, National Response Plan (Draft #1), February 25, 2004, pp. 4-5)

Incident of National Significance: “An actual or potential high-impact event that requires robust coordination of the Federal response in order to save lives and minimize damage, and provide the basis for long-term community and economic recovery.” (National Search and Rescue Committee, National Search and Rescue Plan of the United States, 2007, p. 1)

Incident Of National Significance (INS): “An actual or potential high-impact event that requires a coordinated and effective response by an appropriate combination of Federal, State, local, tribal, nongovernmental, and/or private-sector entities in order to save lives and minimize damage and provide the basis for long-term community recovery and mitigation activities.” (USCG, IM Handbook, 2006, Glossary 25-11/12)

Increased Cost of Compliance: “The Standard Flood Insurance Policy has a provision that will pay the policy holder to comply with a State or local floodplain management law or ordinance affecting repair or reconstruction of a structure suffering flood damage. Mitigation activities eligible for payment are: elevation, floodproofing, relocation, or demolition (or any combination of these activities) of the structure. Policyholders may receive up to $20,000 under this coverage.
The structure must meet certain eligibility criteria, including a substantial damage or repetitive loss determination by a local official.” (FEMA, Increased Cost of Compliance, May 19, 2007)

**Individual and Family Grant (IFG) Program:** A program through which the Federal government makes a grant to a State for the purpose of making grants to individuals and families adversely affected by a major disaster. Individual and family grants are intended to meet disaster-related necessary expenses or serious needs in those cases where such individuals or families are unable to meet their expenses or needs through assistance under other provisions of the Stafford Act or through other means. (Stafford Act)

**Individual Assistance:** Supplementary Federal assistance provided pursuant to a Presidential Declaration of emergency or major disaster under the Stafford Act to individuals and families adversely affected. Such assistance may be provided directly by the Federal Government or through State or local governments or disaster relief organizations.

**Individual Assistance:** “This includes those services and programs that benefit individuals, households, businesses, and farmers. FEMA’s Individual Assistance programs include “Assistance to Individuals and Households” (providing for housing assistance and other needs), crisis counseling, legal services, disaster unemployment assistance, and referrals to other appropriate forms of aid. Other Federal agencies’ Individual Assistance programs include: tax refund assistance (Internal Revenue Service), disaster loans (the Small Business Administration and Farm Service Agency), veterans’ assistance (Veterans Affairs), and health and social security recipients’ assistance (Health and Human Services).” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. A-6, Glossary)

**Individual With a Disability:** “The term ‘individual with a disability’ means an individual with a disability as defined in section 3(2) of the Americans with Disabilities Act of 1990 (42 U.S.C. 12102(2)).” (Stafford Act, June 2007 (FEMA 592), p. 14)

**Individuals with Disabilities in Emergency Preparedness (Executive Order #13347):** “…signed in July 2004, [EO13347] requires the Federal Government to support safety and security for individuals with disabilities in situations involving disasters, including earthquakes, tornadoes, fires, floods, hurricanes, and acts of terrorism. Consequently, Federal agencies are required to: 1) encourage consideration of the unique needs of employees and individuals with disabilities served by State, local, and tribal governments and private organizations and individuals in emergency preparedness planning; and 2) facilitate cooperation among Federal, State, local, and tribal governments and private organizations and individuals in the implementation of emergency preparedness plans as they relate to individuals with disabilities.” (DHS/ODP, FY 2006 EMPG Program Guidance, November 2005, p. 18)

**Information Management:** “The collection, organization, and control over the structure, processing, and delivery of information from one or more sources and distribution to one or more audiences who have a stake in that information.” (FEMA, NIMS Draft, 2007, p. 152)

**Information Sharing and Analysis Center (ISAC):** (DHS, NIPP 2006, p. 101)
Information Sharing Environment (ISE): “In December 2004, Congress passed and the President signed the Intelligence Reform and Terrorism Prevention Act of 2004 (IRTPA). IRTPA calls for, among other things, the creation of the Information Sharing Environment (ISE) – a trusted partnership among all levels of government, the private sector, and our foreign partners to detect, prevent, disrupt, preempt, and mitigate the effects of terrorism against the territory, people, and interests of the United States through the appropriate exchange of terrorism information.” (White House, National Strategy for Homeland Security, October 2007, p. 49)

Insurrection Act: “The Insurrection Act governs when the President can declare a form of martial law. When the act is invoked, the military, including the National Guard, can carry out law enforcement functions without the consent of a Governor. Posse comitatus, a broad law that generally prevents the military from policing within the domestic United States, does not apply when the act is invoked.

Until the “Insurrection Act Rider” was enacted in the fall of 2006, U.S. law focused on enabling the President to invoke the Insurrection Act during violent situations where the states or local communities were resisting lawful orders. The intent of the law, as the title suggests, was to deal with insurrection from individuals or groups. The law was not designed to address other situations, including natural disasters, or attacks from outside the country.

In its original form, the Act has been invoked sparingly -- only ten times in the past five decades. Over the past 40 years, the act has only been invoked with the consent of the governors, using authorities under other sections of the U.S. Code that allow states to invite in federal military forces for police functions.

Under the new language, added to the law in the fall of 2006, the President can invoke the act and declare martial law in cases where public order breaks down as a result of a natural disaster, epidemic, terrorist attack, or under the nebulous term of “other conditions."

This change makes it easier for the President to invoke the Act in cases beyond an insurrection – cases which were not intended under the previous purpose of the Act. With these succinct but sweeping changes, the President now does not have to contact or collaborate with any state agency in taking control of the Guard and injecting federal military forces, to carry out patrols or make arrests. The President has to notify but not explain to Congress that he or she believes that states cannot handle the situation.

The change goes against practical and historical arrangements for handling emergencies, which constitutionally and practically have been headed and handled by governors and local officials. When operating under a governor in a state status, the National Guard is not bound by posse comitatus and can integrate seamlessly with local, state, and federal law enforcement agencies and first responders.” (Leahy, “Insurrection Act,” 2007)

Insurrection Act: “The Insurrection Act (enacted in 1807) delegates authority to the President to federalize and deploy the National Guard domestically during an insurrection or civil disturbance (10 U.S.C. Sections 331-335). Section 331 authorizes the President to use federal military forces to suppress an insurrection at the request of a state government. Section 332
authorizes the President to use armed forces in such manner as he deems necessary to enforce the laws or suppress a rebellion. Section 333 authorizes the President to use federal military forces to protect individuals from unlawful actions that obstruct the execution of federal laws or which impede the course of justice under federal laws. Section 333 was enacted to implement the Fourteenth Amendment and does not require the request or consent of the governor of the affected state.” (Lowenberg, “Statement by Major General Timothy Lowenberg, April 24, 2007)


“In [Congressional] conference, the chairs…[adopted a] provision that simultaneously amended the federal Insurrection Act and authorized the President to take control of the Guard in response to any “natural disaster, epidemic or other serious public emergency, terrorist attack or incident, or other condition in any State or possession of the United States…..” Because this was done under an expansion of the President’s Insurrection Act powers, military forces operating at the President’s direction in such circumstances are not subject to the Posse Comitatus Act and can be used to force compliance with laws by any rules for use of lethal force (RUF) or rules of engagement (ROE) authorized by the President or those acting under his delegated authority. The conference report was agreed to in the House on the same day as its filing (September 29, 2006) and in the Senate the following day (September 30, 2006). Without any hearing or consultation with the governors and without any articulation or justification of need, Section 1076 of the 2007 NDAA changed more than 100 years of well-established and carefully balanced state–federal and civil -military relationships. One hundred years of law and policy were changed without any publicly or privately acknowledged author or proponent of the change. As written, the Act does not require the President to contact, confer or collaborate in any way with a governor before seizing control of a state’s National Guard forces. It requires only notice to Congress that the President has taken the action but no explanation, justification or consent of congress is required.” (Lowenberg, “Statement by Major General Timothy Lowenberg, April 24, 2007).

**Insurrection Act Rider of 2006:** “The changes made to the "Insurrection Act" by Section 1076 of the National Defense Authorization Act confuse the issue of who commands the Guard during a domestic emergency. By granting the President specific authority to use the Guard during a natural disaster or emergency without the consent of a governor, Section 1076 could result in confusion and an inability to respond to residents' needs. As currently written, it calls into question whether the governor or the President has primary responsibility during a domestic emergency.” (Easley, “Statement of [NC] Governor Michael F. Easley, Before Senate Judiciary Committee, Hearing on “The Insurrection Act Rider’…”, April 24, 2007, p. 4)

**Insurrection Act Rider of 2006:** “I can assure you that outside parties such as the military and National Guard lack the familiarity with a particular community which is necessary to effectively and efficiently secure its residents during a time of disaster or emergency. To provide a blanket authority to such federal agencies and individuals to conduct domestic law enforcement functions, as the new language of the Insurrection Act does, jeopardizes the likelihood of a timely response and effective assistance to our citizens in times of need.” (Kamatchus,
“Statement of …President, National Sheriffs’ Association, Senate Hearing on ‘The Insurrection Act Rider’.” April 24, 2007, p. 3)

**Insurrection Statutes:** “The Insurrection Statutes, 10 U.S.C. 331-334. Recognizing that the primary responsibility for protecting life and property and maintaining law and order in the civilian community is vested in State and local governments, the Insurrection Statutes authorize the President to direct the armed forces to enforce the law to suppress insurrections and domestic violence. Military forces may be used to restore order, prevent looting, and engage in other law enforcement activities. Given this specific statutory authority, the Posse Comitatus Act does not apply to such civil disturbance missions.” *(DHS, National Response Plan (Draft #1), February 25, 2004, p. 70)*

**Integrated (Core Principle of Emergency Management):** “Integrated: emergency managers ensure unity of effort among all levels of government and all elements of a community.” *(EM Roundtable, 2007, p. 4)*

**Integrated Emergency Management System (IEMS):** A strategy for implementing emergency management activities which builds upon those functions common to preparedness for any type of occurrence and provides for special requirements of individual emergency situations.

**Integrated Preparedness:** *(FEMA, Vision for New FEMA, December 12, 2006, p. 23)*

“FEMA will be the Department’s and U.S. Government’s focal point for building our Nation’s preparedness to defend and secure the United States of America from terrorist attack, and to respond to and recover from attacks, major disasters, and other emergencies. To accomplish this we will lead the preparedness efforts across the Department, coordinate preparedness efforts across the U.S. government, and partner with State and local governments, tribal organizations, the private sector, and the American people to ensure a Nation prepared. The primary goals of Integrated Preparedness are to:

- Build, sustain, and improve the Nation’s capability to *prevent* terrorist attacks in the United States.
- Build, sustain, and improve the Nation’s capability to *protect* against terrorist attacks in the United States and other catastrophic threats to the Nation.
- Build, sustain, and improve the Nation’s capability to *respond* to and *recover* from terrorist attacks, major disasters, and other emergencies, with an emphasis on catastrophic incidents.
- Ensure development of national standards and measures of effectiveness for preparedness.
- Promote and institutionalize mechanisms for information sharing and collaboration to enhance preparedness.
• Foster an adaptive, risk-based approach to preparedness that maintains an all-hazard incident
management foundation and focuses on preparedness enhancements for catastrophic threats,
where appropriate.

• Demonstrate good stewardship of public resources by identifying opportunities for synergy
between terrorism preparedness and non-terrorism preparedness.

• Create, operate and promote a premier learning organization by providing professional
development, education and other opportunities to ensure the highest caliber of staff working
in a professional environment in support of the goals and objectives of the Department.

• Streamline and speed delivery of preparedness activities and services.”

**Integrated Public Alert Warning System (IPAWS):** “Pursuant to Executive Order 13407,
IPAWS is a comprehensive DHS/FEMA program, in partnership with NOAA, the FCC, and
other public and private stakeholders, begun in 2004 to improve public alert and warning. The
system will deliver digitally-based alert and warning messages to radio and television stations,
personal computers, cell phones and other consumer wireless devices. The System seeks
to upgrade EAS, enhance NAWAS, and begin other pilot programs, among other initiatives

**Integrated Systems Approach:** “An integrated systems approach recognizes the necessity of
cooperation and partnerships between schools and systems outside of the school. These may
include law enforcement, social services and mental health providers, the courts, community
agencies, families, worksites, religious organizations, and others.” (US Secret Service and
DOE, Threat Assessment in Schools..., 2002, p. 36)

**Intensity:** “…refers to the damage-generating attributes of a hazard. For example, water depth and
velocity are commonly used measures of the intensity of a flood. For hurricanes, intensity typically
is characterized with the Saffir/Simpson scale, which is based on wind velocity and storm surge
depths…The absolute size of an earthquake is given by its Richter magnitude (and other similar
magnitude scales), but its effects in specific locations are described by the Modified Mercalli
Intensity (MMI) Scale…Earthquake intensity is also ascertained by physical measures such as peak
ground acceleration (expressed as a decimal fraction of the force of gravity, e.g., 0.4 g), peak
velocity, or spectral response, which characterizes the frequency of the energy content of the
seismic wave.” (Deyle, French, Olshansky, and Paterson 1998, 124.)

**Intensity:** “A measure of ground shaking describing the local severity of an earthquake in terms
of its effects on the Earth’s surface and on humans and their structures. The Modified Mercalli
Intensity (MMI) scale, which uses Roman numerals, is one way scientists measure intensity.”
(USGS, Putting Down Roots in Earthquake Country, 2007, Glossary)

**Interagency Coordinating Council on Emergency Preparedness and Individuals with
Disabilities:** Created by Presidential Executive Order: Individuals with Disabilities in
Government appropriately supports safety and security for individuals with disabilities in
situations involving disasters, including earthquakes, tornadoes, fires, floods, hurricanes, and acts of terrorism, it shall be the policy of the United States that executive departments and agencies of the Federal Government (agencies):
(a) consider, in their emergency preparedness planning, the unique needs of agency employees with disabilities and individuals with disabilities whom the agency serves;
(b) encourage, including through the provision of technical assistance, as appropriate, consideration of the unique needs of employees and individuals with disabilities served by State, local, and tribal governments and private organizations and individuals in emergency preparedness planning; and
(c) facilitate cooperation among Federal, State, local, and tribal governments and private organizations and individuals in the implementation of emergency preparedness plans as they relate to individuals with disabilities.” (White House. Executive Order: Individuals with Disabilities in Emergency Preparedness, July 22, 2004)

Interagency Incident Management Group (IIMG): “The IIMG facilitates headquarters level domestic incident management and coordination. The Secretary of Homeland Security activates the IIMG based on the nature, severity, magnitude, and complexity of the threat or incident. The IIMG is comprised of senior representatives from DHS components, Department of Justice, Department of Defense, Department of State, and other Federal departments and agencies and Non-Governmental Organizations (NGOs), as required. The IIMG membership is flexible and can be tailored to provide the appropriate subject matter expertise required for the specific incident at hand.” (National Response Plan (Draft #1), February 25, 2004, p. 21)

Interagency Modeling and Atmospheric Assessment Center (IMAAC): “The IMAAC is responsible for the production, coordination, and dissemination of consequence predictions for an airborne hazardous material release. The IMAAC generates the official Federal prediction of atmospheric dispersions and their consequences utilizing the best available resources from the Federal Government. Guided by an interagency memorandum of agreement, several Federal agencies and departments support IMAAC planning and activities.” (DHS, Overview: ESF and Support Annexes Coordinating Federal Assistance In Support of the National Framework (Draft), Sep 2007, p. 56)

International Strategy for Disaster Reduction (ISDR): “Mission: The ISDR aims at building disaster resilient communities by promoting increased awareness of the importance of disaster reduction as an integral component of sustainable development, with the goal of reducing human, social, economic and environmental losses due to natural hazards and related technological and environmental disasters.” (UN/ISDR, Mission and Objectives)

Interoperability & Compatibility: “A principle of the NIMS that holds that systems must be able to work together and should not interfere with one another if the multiple jurisdictions, organizations, and functions that come together under the NIMS are to be effective in domestic incident management. Interoperability and compatibility are achieved through the use of such tools as common communications and data standards, digital data formats, equipment standards, and design standards.” (DHS, National Incident Management System, March 2004, p. 55.)

Interoperable and Survivable Communications: “To achieve interoperability, we must have compatible equipment, standard operating procedures, planning, mature governance structures,
and a collaborative culture that enables all necessary parties to work together seamlessly. Survivable communications infrastructure is even more fundamental. To achieve survivability, our national security and emergency preparedness communications systems must be resilient—either able to withstand destructive forces regardless of cause or sufficiently redundant to suffer damage and remain reliable.” (White House, National Strategy for Homeland Security, Homeland Security Council, October 2007, p. 47)

**IPAWS:** Integrated Public Alert Warning System. (HSC, NCPIP, August 2007, p. 63)

**IRC:** International Residential Code.

**ISAC (Information Sharing and Analysis Center):** (DHS, NIPP 2006, p. 101)

**ISDR:** International Strategy for Disaster Reduction (United Nations)

**Isolation and Quarantine:** “Individuals who are ill, exposed, or likely to be exposed are separated, movement is restricted, basic necessities of life are available, and their health is monitored in order to limit the spread of a newly introduced contagious disease (e.g., pandemic influenza). Legal authority for those measures is clearly defined and communicated to all responding agencies and the public. Logistical support is provided to maintain measures until danger of contagion has elapsed.” (DHS, National Preparedness Guidelines, 2007, p. 9)

**JCDSG:** Joint Catastrophic Disaster Steering Group (FEMA Catastrophic Incident Planning Initiative)

**JFO:** Joint Field Office.

**JIC:** Joint Information Center.

**JOC:** Joint Operations Center.

**Joint Field Office (JFO):** “The JFO is the primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, State, tribal and local governments and private sector businesses and NGOs with primary responsibility for response and short-term recovery. The JFO structure is organized, staffed and managed in a manner consistent with NIMS principles and is led by the Unified Coordination Group. Personnel from Federal and State departments and agencies, other jurisdictional entities and private sector businesses and NGOs may be requested to staff various levels of the JFO, depending on the requirements of the incident. When incidents impact the entire nation or multiple States or localities, multiple JFOs may be established. In these situations, coordination will occur following the principles of Unified Area Command. The physical location of such a coordination entity depends on the situation. As the primary field structure, the JFO provides the organizing structure to integrate diverse Federal authorities and capabilities and coordinate Federal response and recovery operations. For additional information on staffing and procedures, see the JFO Standard Operating Procedure. The JFO is internally
organized and operated using the concepts and principles of the NIMS Incident Command System.” (DHS National Response Framework (Comment Draft), 2007, p. 61)

**Joint Field Office (JFO):** “A temporary Federal facility established locally to provide a central point for Federal, State, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the JOC, the FEMA DFO, and the JIC within a single Federal facility.” (USCG, IM Handbook, 2006, Glossary 25-13)

**Joint Information Center (JIC):** “In order to coordinate the release of emergency information and other public affairs functions, a State or tribal government may establish a Joint Information Center (JIC), a physical location from which external affairs professionals from all the organizations involved in an incident work together. The JIC serves as a focal point for coordinated and timely release of incident-related information to the public and the media.” (DHS National Response Framework (Comment Draft), 2007, p. 49)

**Joint Information Center (JIC):** “A central point of contact for all news media near the scene of a large-scale disaster. News media representatives are kept informed of activities and events by public information officials who represent all participating Federal, State, and local agencies that are collocated at the JIC.” (FEMA, Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, pp. GLO 7-8)

**Joint Information Center (JIC):** “A joint information center is a physical location where public affairs professionals from organizations involved in incident management activities can collocate to perform critical emergency information, crisis communications, and public affairs functions. It is important for the center to have the most current and accurate information regarding incident management activities at all times. The center provides the organizational structure for coordinating and disseminating official information. Centers should be established at each level of incident management, as required.” (NFPA 1600, 2007, p. 19)

**Joint Information Center (JIC):** “A facility established within or near the ICP where the PIO and staff can coordinate and provide information on the incident to the public, media, and other agencies. The JIC is normally staffed with representation from the FOSC, SOSC, and FO.” (USCG, IM Handbook, 2006, Glossary 25-13)

**Joint Information System (JIS):** “Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 153)
Joint Information System (JIS): “Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during a crisis or incident operations.” (USCG, IM Handbook, 2006, Glossary 25-13/14)

Joint Operations Center (JOC): “The JOC is an interagency command post established by the FBI to manage terrorist threats or incidents and investigative and intelligence activities. The JOC coordinates the necessary interagency law enforcement assets required to prepare for, respond to and resolve the threat or incident with State, tribal and local law enforcement agencies.” (DHS NRF Comment Draft, 2007, p. 62)

Joint Operations Center (JOC): “The JOC is the focal point for all Federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident, and is managed by the SFLEO. The JOC becomes a component of the JFO when the NRP is activated.” (USCG, IM Handbook, 2006, Glossary 25-14)

Joint Task Force (JTF): “Based on the magnitude, type of incident and anticipated level of resource involvement, the combatant commander may utilize a JTF to command Federal military forces in support of the incident response. If a JTF is established, consistent with operational requirements, its command and control element will be co-located with the senior DHS on-scene leader at the JFO to ensure coordination and unity of effort. The co-location of the JTF command and control element does not replace the requirement for a Defense Coordinating Officer (DCO)/Defense Coordinating Element as part of the JFO Unified Coordination Staff. The DCO remains the Department of Defense (DOD) single point of contact in the JFO for requesting assistance from DOD.” (DHS, NRF Comment Draft, September 2007, p. 63)

Joint Task Force (JTF) Commander. “Based on the complexity and type of incident, and the anticipated level of DOD resource involvement, DOD may elect to designate a JTF to command Federal (Title 10) military activities in support of the incident objectives. If a JTF is established, consistent with DOD operational requirements, its command and control element will establish effective liaison with the JFO to ensure coordination and unity of effort. The JTF Commander exercises operational control of all allocated DOD resources (excluding U.S. Army Corps of Engineers resources). National Guard forces operating under a Governor’s control are not DOD-controlled resources. The use of a JTF does not replace the requirement for a Defense Coordinating Officer as part of the JFO Coordination Staff. The JTF does not coordinate requests for assistance from DOD.” (DHS, NRF Comment Draft, September 2007, p. 65)

JRC: Joint Requirements Council, DHS.

JTF: Joint Task Force.


Key Resources: “As denied in the Homeland Security Act, ‘key resources’ are publicly or privately controlled resources essential to the minimal operations of the economy and government.” (DHS, National Infrastructure Protection Plan, 2006, p. 104)
Kind (NIMS Resource Typing): “Kind refers to broad classes that characterize like resources, such as teams, personnel, equipment, supplies, vehicles, and aircraft.” (FEMA, National Incident Management System (FEMA 501/Draft). Washington, DC: August 2007, p. 41)

La Niña: The opposite of an El Niño event, during which waters in the west Pacific are warmer than normal, trade winds or Walker circulation is stronger and, consequently, rainfalls heavier in Southeast Asia. (Bryant 1991)

Landslide: “A mass movement of soil, mud, and (or) rock down a slope.” (USGS, Putting Down Roots in Earthquake Country, 2007, Glossary)

Land Use Planning: “Branch of physical and socio-economic planning that determines the means and assesses the values or limitations of various options in which land is to be utilized, with the corresponding effects on different segments of the population or interests of a community taken into account in resulting decisions.

Land-use planning involves studies and mapping, analysis of environmental and hazard data, formulation of alternative land-use decisions and design of a long-range plan for different geographical and administrative scales. Land-use planning can help to mitigate disasters and reduce risks by discouraging high-density settlements and construction of key installations in hazard-prone areas, control of population density and expansion, and in the siting of service routes for transport, power, water, sewage and other critical facilities.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)

Law Enforcement Terrorism Prevention Program (LETPP) “…focuses upon the prevention of terrorist attacks and provides law enforcement and public safety communities with funds to support the following activities: intelligence gathering and information sharing through enhancing/establishing fusion centers; hardening high-value targets; planning strategically; continuing to build interoperable communications; and collaborating with non-law enforcement partners, other government agencies and the private sector.” (DHS, State Contacts & Grant Award Information, July 18, 2007 Update)

LEPC: Local Emergency Planning Committee.

Lessons Learned: “Knowledge gained through operational experience (actual events or exercises) that improve performance of others in the same discipline.” (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 6)

Lessons Learned Information Sharing System (LLIS): “LLIS.gov is a national on-line network of lessons learned and best practices designed to help emergency response providers and homeland security officials prevent, prepare for, respond to, and recover from all hazards, including terrorism. LLIS.gov will enhance national preparedness by allowing response professionals to tap into a wealth of validated front-line expertise on effective planning, training, equipping, and operational practices for homeland security.” (LLIS, Lessons Learned Information Sharing System)

LETPP: Law Enforcement Terrorism Prevention Program.
Letters of Map Change (LOMC): “A LOMC is a letter which reflects an official revision to an effective NFIP map. LOMCs are issued in place of the physical revision and republication of the effective map.” (FEMA, Letters of Map Change, May 23, 2006 update)

Letter of Map Revision (LOMR): “…an official amendment, by letter, to the currently effective Flood Insurance Rate Map; issued by the Federal Emergency Management Agency and changes flood zones, delineations, and elevations.” (ASFPM, National Flood Programs and Policies in Review—2007, p. 90)

Letter of Map Revision based on Fill (LOMR-F): “…an official revision, by letter, to an effective National Flood Insurance Program map. A LOMR-F provides the Federal Emergency Management Agency’s determination whether a structure or parcel has been elevated on fill above the base flood elevation and excluded from the Special Flood Hazard Area. (ASFPM, National Flood Programs and Policies in Review—2007, p. 90)

Lifeline Systems: “Public works and utilities such as electrical power, gas and liquid fuels, telecommunications, transportation, and water and sewer systems.” (APA, 2005, p. 83)

Lightning: Luminous manifestation accompanying a sudden electrical discharge which takes place from or inside a cloud or, less often, from high structures on the ground or from mountains. (WMO 1992, 358)

Liquefaction: “The temporary loss of shear strength in a water-saturated, cohesionless soil deposit, or temporary transformation of unconsolidated materials into a fluid mass.” (APA, Planning For A Disaster-Resistant Community, 2005, p. 83)

Liquefaction: The process that occurs when an earthquake shakes wet sandy soil until it behaves like a liquid, allowing sand to “boil up” to the surface, buildings to sink, or sloping ground to move.” (USGS, Putting Down Roots in Earthquake Country, 2007, Glossary)

LIMS: Logistics Inventory Management System.

LLIS: Lessons Learned Information Sharing System.

Local Emergency Planning Committees (LEPCs): “…the Emergency Planning and Community Right-to-Know Act (EPCRA) establishes the LEPC as a forum at the local level for discussions and a focus for action in matters pertaining to hazardous materials planning. LEPCs also help to provide local governments and the public with information about possible chemical hazards in their communities. The major legal responsibilities of LEPCs are listed below. The citations are from EPCRA, Public Law 99-499. Each LEPC:

Shall review local emergency management plans once a year, or more frequently as circumstances change in the community or as any facility may require (Section 303 (a)).
Shall make available each MSDS, chemical list described in Section 311(a)(2) or Tier II report, inventory form, and follow-up emergency notice to the general public, consistent with Section 322, during normal working hours at a location designated by the LEPC (Section 324(a)).

Shall establish procedures for receiving and processing requests from the public for information under Section 324, including Tier II information under Section 312. Such procedures shall include the designation of an official to serve as coordinator for information (Section 301(c)).

Shall receive from each subject facility the name of a facility representative who will participate in the emergency planning process as a facility emergency coordinator (Section 303(d)).

Shall be informed by the community emergency coordinator of hazardous chemical releases reported by owners or operators of covered facilities (Section 304(b)(1)(a)).

Shall be given follow-up emergency information as soon as practical after a release, which requires the owner/operator to submit a notice (Section 304(c)).

Shall receive from the owner or operator of any facility a MSDS for each such chemical (upon request of the LEPC or fire department), or a list of such chemicals as described (Section 311(a)).

Shall, upon request by any person, make available an MSDS to the person in accordance with Section 324 (Section 311(a)).

Shall receive from the owner or operator of each facility an emergency and hazardous chemical inventory form (Section 312(a)).

Shall respond to a request for Tier II information no later than 45 days after the date of receipt of the request (Section 312(e)).

May commence a civil action against an owner or operator of a facility for failure to provide information under Section 303(d) or for failure to submit Tier II information under Section 312(e)(1) (Section 326(a)(2)(B)).” (EPA Region VI, LEPC Handbook, 2004, pp. 4-5)

**Local Government.** “Local is defined as “(A) a county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; (B) an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; and (C) a rural community, unincorporated town or village, or other public entity.” (Homeland Security Act of 2002)

**LOMA:** Letter of Map Amendment. (FEMA, Letter of Map Amendment, October 17, 2007)

**LOMR-F:** Letter of Map Revision Based on Fill. (FEMA, Letter of Map Amendment, 2007)
Magnitude: “A number that represents the size of an earthquake source, as determined from seismographic observations. The original earthquake magnitude scale was the Richter or “local” scale (ML), defined by Charles Richter in 1935, but it has limited range and applicability. Modern magnitude scales are based on the area of fault rupture times the amount of slip (seismic moment). The moment magnitude (MW) is the preferred magnitude scale, as it provides the most reliable estimate of the size of the largest quakes. For smaller quakes, ML and MW values are nearly the same. An increase of one unit of moment magnitude (for example, from 4.6 to 5.6) corresponds approximately to a 31.6-fold increase in energy released [by definition, a two-unit increase in magnitude —for example, from 4.7 to 6.7—represents an increase in energy released of 1,000 times \(31.6 \times 31.6\)]. Quakes below magnitude 2.5 are not generally felt by humans.” (USGS, Putting Down Roots in Earthquake Country, 2007, Glossary)

Major Disaster: “‘Major disaster’ means natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.” (Robert T. Stafford Act 102; 44 CFR 206.2 and 206.36)

Major Disaster Declaration: Under the Stafford Act, “A Presidential major disaster declaration puts into motion long-term Federal recovery programs, some of which are matched by State programs, and designed to help disaster victims, businesses and public entities.” (DHS, NRP Comment Draft, September 2007, p. 39)

Major Disaster Declaration Procedures, Stafford Act (Sec. 401, 42 U.S.C. 5170): “All requests for a declaration by the President that a major disaster exists shall be made by the Governor of the affected State. Such a request shall be based on a finding that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments and that Federal assistance is necessary. As part of such request, and as a prerequisite to major disaster assistance under this Act, the Governor shall take appropriate response action under State law and direct execution of the State's emergency plan. The Governor shall furnish information on the nature and amount of State and local resources which have been or will be committed to alleviating the results of the disaster, and shall certify that, for the current disaster, State and local government obligations and expenditures (of which State commitments must be a significant proportion) will comply with all applicable cost-sharing requirements of this Act. Based on the request of a Governor under this section, the President may declare under this Act that a major disaster or emergency exists.” (Stafford Act, June 2007 (FEMA 592), p. 26)

Major Event. Refers to terrorist attacks, major disasters, and other emergencies within the United States. (White House, HSPD-8, December 17, 2003)

Manageable Span of Control (See “Span of Control”)
Management: Management consists of decision-making activities undertaken by one or more individuals to direct and coordinate the activities of other people in order to achieve results that could not be accomplished by any one person acting alone. Effective management focuses on group effort, various forms of coordination, and the manner of making decisions. Management is required whenever two or more persons combine their efforts and resources to accomplish a goal that cannot be accomplished by acting alone. Coordination is necessary when the actions of group participants constitute parts of a total task. If one person acts alone to accomplish a task, no coordination may be required; but when that person delegates a part of the task to others, the individual efforts must be coordinated. (Unknown source)

Management by Objective: “A management approach that involves a five-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching incidents objectives; developing strategies based on overarching incidents objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable tactics or tasks for various incident management, functional activities, and directing efforts to attain them, in support of defined strategies; and documenting results to measure performance and facilitate corrective action. (FEMA, NIMS Draft, 2007, 154)

Management By Objectives: “In ICS, this is a top-down management activity which involves the following steps to achieve the incident goal: (1) establishing incident objectives, (2) selection of appropriate strategy(s) to achieve the objectives, and (3) the tactical direction associated with the selected strategy.” (USCG, IM Handbook, 2006, Glossary 25-14)

Mandatory or Directed Evacuation: “This is a warning to persons within the designated area that an imminent threat to life and property exists and individuals MUST evacuate in accordance with the instructions of local officials.” (FEMA, Guide For All-Hazard Emergency Operations Planning (State and Local Guide (SLG) 101), September 1996, GLO-6)

Map Modernization: “Map Modernization is responding to National Flood Insurance Program (NFIP) requirements and feedback provided by Federal, State, and local Program stakeholders. Flood hazard conditions are dynamic, and many NFIP maps may not reflect recent development and/or natural changes in the environment. Updated NFIP maps can take advantage of revised data and improved technologies for identifying flood hazards. Up-to-date maps support a flood insurance program that is more closely aligned with actual risk, encourage wise community-based floodplain management, and improve citizens’ flood hazard awareness. Local communities and various stakeholders desired more timely updates of flood maps and easier access to the flood hazard data used to create the maps. Map Modernization is a cornerstone for helping community officials and citizens be better prepared for flood-related disasters.” (FEMA, Map Modernization, Why Modernize? June 6, 2007 update)

Martial Law: “Martial law is not explicitly mentioned in the Constitution, but the suspension of habeas corpus is mentioned in Article 1, Section 9, and the activation of the militia in time of rebellion or invasion is mentioned in Article 1, Section 8. In strict dictionary terms, martial law is the suspension of civil authority and the imposition of military authority. When we say a region or country is "under martial law," we mean to say that the military is in control of the area, that it acts as the police, as the courts, as the legislature. The degree of control might vary -
a nation may have a civilian legislature but have the courts administered by the military. Or the legislature and courts may operate under civilian control with a military ruler. In each case, martial law is in effect, even if it is not called ‘martial law.’ .... Article 1, Section 9 states, ‘The privilege of the Writ of Habeas Corpus shall not be suspended, unless when in Cases of Rebellion or Invasion the public Safety may require it.’ Habeas corpus is a concept of law, in which a person may not be held by the government without a valid reason for being held. A writ of habeas corpus can be issued by a court upon a government agency (such as a police force or the military). Such a writ compels the agency to produce the individual to the court, and to convince the court that the person is being reasonably held. The suspension of habeas corpus allows an agency to hold a person without a charge. Suspension of habeas corpus is often equated with martial law. Because of this connection of the two concepts, it is often argued that only Congress can declare martial law, because Congress alone is granted the power to suspend the writ. The President, however, is commander-in-chief of the military, and it has been argued that the President can take it upon himself to declare martial law. In these times, Congress may decide not to act, effectively accepting martial law by failing to stop it; Congress may agree to the declaration, putting the official stamp of approval on the declaration; or it can reject the President's imposition of martial law, which could set up a power struggle between the Congress and the Executive that only the Judiciary would be able to resolve.....

What the Supreme Court had to decide [Supreme Court case, Civil War] was "Had [the military commission] the legal power and authority to try and punish...?"

Resoundingly, the Court said no. The Court stated what is almost painfully obvious: "Martial law ... destroys every guarantee of the Constitution." The Court reminded the reader that such actions were taken by the King of Great Britain, which caused, in part, the Revolution. "Civil liberty and this kind of martial law cannot endure together; the antagonism is irreconcilable; and, in the conflict, one or the other must perish."

Did this mean that martial law could never be implemented? No, the Court said. The President can declare martial law when circumstances warrant it: When the civil authority cannot operate, then martial law is not only constitutional, but would be necessary: ‘If, in foreign invasion or civil war, the courts are actually closed, and it is impossible to administer criminal justice according to law, then, on the theatre of active military operations, where war really prevails, there is a necessity to furnish a substitute for the civil authority, thus overthrown, to preserve the safety of the army and society; and as no power is left but the military, it is allowed to govern by martial rule until the laws can have their free course. As necessity creates the rule, so it limits its duration; for, if this government is continued after the courts are reinstated, it is a gross usurpation of power. Martial rule can never exist where the courts are open, and in the proper and unobstructed exercise of their jurisdiction. It is also confined to the locality of actual war.’ ....

On 8/26/2005, in the wake of Hurricane Katrina, New Orleans was placed under martial law after widespread flooding rendered civil authority ineffective. The state of Louisiana does not have an actual legal construct called ‘martial law,’ but instead something quite like it: a state of public health emergency. The state of emergency allowed the governor to suspend laws, order
evacuations, and limit the sales of items such as alcohol and firearms. The governor's order limited the state of emergency, to end on 9/25/2005, 'unless terminated sooner.'

There have been many instances of the use of the military within the borders of the United States, such as during the Whiskey Rebellion and in the South during the civil rights crises, but these acts are not tantamount to a declaration of martial law. The distinction must be made as clear as that between martial law and military justice: deployment of troops does not necessarily mean that the civil courts cannot function, and that is one of the keys, as the Supreme Court noted, to martial law.” (Mount, "Constitutional Topic: Martial Law," March 15, 2006)

**Mass Care (ESF 6):** **Mass Care:** Includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information on victims to family members. (DHS, *Overview: ESF and Support Annexes Coordinating Federal Assistance In Support of the National Framework* (Draft), Sep.10, 2007, p. 21)

**Mass Casualty Incident:** “An incident which generates more patients at one time than locally available resources can manage using routine procedures. It requires exceptional emergency arrangements and additional or extraordinary assistance.” (World Health Organization, *Mass Casualty Management Systems*, 2007, p. 30)

**Mass Emergency:** “An unexpected or undesirable event which requires the resources from most of all municipal departments and limited assistance from outside agencies may be needed.” (Drabek 1996, Session 2, p. 3)

**Mass Prophylaxis.** The process by which an entire community is to receive prophylactic drugs and vaccines over a defined period of time in response to possible exposure to a biological agent. (Community-Based Mass Prophylaxis – A Planning Guide for Public Health Preparedness, Agency for Healthcare Research and Quality, August 2004)\(^\text{16}\)

**Measure:** “A determination of a jurisdiction’s specific level of NIMS compliance, evaluated according to that jurisdiction’s responses to the NIMS metrics that have been established by the NIMS Integration Center (NIC).” (FEMA, *NIMS Compliance Metrics Terms of Reference* (For Fiscal Year 2007), October 23, 2006, p. 6)

**Measures and Metrics:** Performance measures of quantitative or qualitative levels against which achievement of a task or capability outcome can be assessed. They describe how much, how well, and/or how quickly an action should be performed and are typically expressed in way that can be observed during an exercise or real event. The measures and metrics are not standards. They serve as guides for planning, training, and exercise activities. However, nationally accepted standards of performance, benchmarks, and guidelines are reflected, if applicable. (DHS, *Target Capabilities List*, March 2007)

Medical Surge Capacity and Capability (MSCC) Management System: “The Medical Surge Capacity and Capability (MSCC) Management System describes a management methodology based on valid principles of emergency management and the Incident Management System (IMS). Medical and health disciplines may apply these principles to coordinate effectively with one another, and to integrate with other response organizations that have established IMS and emergency management systems (fire service, law enforcement, etc.). This promotes a common management system for all response entities—public and private—that may be brought to bear in an emergency. In addition, the MSCC Management System guides the development of health and medical response that is consistent with the new National Incident Management System (NIMS). The MSCC Management System emphasizes responsibility rather than authority alone for assigning key response functions and advocates a management-by-objectives approach. In this way, the MSCC Management System describes a framework of coordination and integration across six tiers of response:

- **Management of Individual Healthcare Assets (Tier 1):** A well-defined IMS to collect and process information, to develop incident plans, and to manage decisions is essential to maximize MSCC. Robust processes must be applicable both to traditional hospital participants and to other healthcare facilities (HCFs) that may provide “hands on” patient care in an emergency. Thus, each healthcare asset must have information management processes to enable integration among HCFs (at Tier 2) and with higher management tiers.

- **Management of a Healthcare Coalition (Tier 2):** Coordination among local healthcare assets is critical to provide adequate and consistent care across an affected jurisdiction. The healthcare coalition provides a central integration mechanism for information sharing and management coordination among healthcare assets, and also establishes an effective and balanced approach to integrating medical assets into the jurisdiction’s IMS.

- **Jurisdiction Incident Management (Tier 3):** A jurisdiction’s IMS integrates healthcare assets with other response disciplines to provide the structure and support needed to maximize MSCC. In certain events, the jurisdictional IMS promotes a unified incident management approach that allows multiple response entities, including health and medicine, to assume significant management responsibility.

- **Management of State Response (Tier 4):** State Government participates in medical incident response across a range of capacities, depending on the specific event. The State may be the lead incident management authority, it may primarily provide support to incidents managed at the jurisdictional (Tier 3) level, or it may coordinate multijurisdictional incident response. Important concepts are delineated to accomplish all of these missions, ensuring that the full range of State health and medical resources is brought to bear to maximize MSCC.

- **Interstate Regional Management Coordination (Tier 5):** Effective mechanisms must be implemented to promote incident management coordination between affected States. This ensures consistency in regional response through coordinated incident planning, enhances information exchange between interstate jurisdictions, and maximizes MSCC through interstate mutual aid and other support. Tier 5 incorporates existing instruments, such as the Emergency
Management Assistance Compact (EMAC), and describes established incident management and mutual aid concepts to address these critical needs.

**Federal Support to State and Jurisdiction Management (Tier 6):** Effective management processes at the State (Tier 4) and jurisdiction (Tier 3) levels facilitate the request, receipt, and integration of Federal health and medical resources to maximize MSCC. The current status of the Federal health and medical response is described, emphasizing the management aspects that are important for State and local managers to understand.” (HHS, *Medical Surge Capacity and Capability Handbook*, August 2004, pp. vii-viii)

**MEMU:** Mass Evacuation Management Unit. (DHS, *National Response Framework Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex* (Comment Draft), September 10, 2007, p. 4)

**MERS:** Mobile Emergency Response Support.

**Metric:** “A nationwide system of assessment developed by the NIC for the purpose of evaluating a jurisdiction’s specific level of NIMS compliance. This system consists of a collection of questions derived from the NIMS compliance statements. Answers to these questions are analyzed to determine a jurisdiction’s level of compliance with the NIMS.” (FEMA, *NIMS Compliance Metrics Terms of Reference* (For FY 2007), October 23, 2006, p. 6)

**Metropolitan Medical Response System (MMRS):** “The MMRS program began by awarding contracts to municipalities, requiring the submission of disaster response plans as the contract deliverable. The program’s scope now includes planning as well as exercising, training, and equipment purchasing. Currently, MMRS awards are provided annually to 124 of the nation’s most populous cities to develop plans and conduct related activities for mass casualty incidents by coordinating efforts among first responders, healthcare providers, public health officials, emergency managers, volunteer organizations, and other local entities. In FY2007, each MMRS jurisdiction received $258,145 to establish or sustain local mass casualty preparedness capabilities. Each fiscal year, MMRS guidance explicitly requires grantees to update or revise their plans as needed to address new benchmarks.” (CRS, *Pandemic Influenza: An Analysis of State Preparedness and Response Plans*, September 24, 2007, p. 27)

**Metropolitan Medical Response System (MMRS):** The MMRS “grant program funds support MMRS jurisdictions to further enhance and sustain an integrated, systematic mass casualty incident preparedness program that enables a first response during the first crucial hours of an incident.” (DHS, *State Contacts & Grant Award Information*, July 18, 2007 Update)

**Military Support to Civil Authorities (MSCA):** Those activities and measures taken by Department of Defense components to foster mutual assistance and support between DoD and any civil government agency in planning or preparedness for, or in the application of resources for response to, the consequences of civil emergencies or attacks, including national security emergencies. MSCA is described in DoD Directive 3025.1. The Secretary of the Army is designated as the DOD executive agent for MSCA. (Title 32 CFR 185)
Mission Assignment (MA): An “MA is a work order issued by FEMA to another Federal Agency directing completion of a specific task, and citing funding, other managerial controls, and guidance during a federally declared disaster or emergency.” (FEMA, “DHS OIG Letter RE: Post-Katrina Improvements.” October 2007)

Mission Assignment: “The term ‘mission assignment’ means a work order issued to a Federal agency by the Agency [FEMA], directing completion by that agency of a specified task and setting forth funding, other managerial controls, and guidance.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1424)

Mission Assignment: “The vehicle used by DHS/EPR/FEMA to support Federal operations in a Stafford Act major disaster or emergency declaration. It orders immediate, short-term emergency response assistance when an applicable State or local government is overwhelmed by the event and lacks the capability to perform, or contract for, the necessary work.” (USCG, IM Handbook, 2006, Glossary 25-15)

Mission Essential Functions: “The limited set of department- and agency-level government functions that must be continued throughout, or resumed rapidly after, a disruption of normal activities. (HSC, National Continuity Policy Implementation Plan, August 2007, p. 64)

Mitigate: To lessen in force or intensity. This definition does not preclude “Lessening to Zero” when mitigation or to mitigate are used in relation to hazards that could cause or contribute to a peacetime civil emergency. (FEMA, Definitions of Terms, 1990)

Mitigate: “Any action to contain, reduce, or eliminate the harmful effects of a spill or release of a hazardous substance/material.” (USCG, IM Handbook, 2006, Glossary 25-15)

Mitigation: “Mitigation activities provide a critical foundation across the incident management spectrum from prevention through response and recovery. Examples of key mitigation activities include the following:

1. Ongoing public education and outreach activities designed to reduce loss of life and destruction of property;
2. Structural retrofitting to deter or lessen the impact of incidents and reduce loss of life, destruction of property, and impact on the environment;
3. Code enforcement through such activities as zoning regulation, land management, and building codes; and
4. Flood insurance and the buy-out of properties subjected to frequent flooding, etc.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 16)

Mitigation: “Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments,
businesses, and the public on measures they can take to reduce loss and injury.” (DHS, NIPP, 2006, p. 104)

**Mitigation:** “…mitigation is the *social* attempt to reduce the occurrence of a disaster, to reduce the vulnerability of certain populations, and to more equitably distribute the costs within the society.” (Dynes 1993, 179)

**Mitigation:** Those activities designed to alleviate the effects of a major disaster or emergency or long-term activities to minimize the potentially adverse effects of future disaster in affected areas. (FEMA, *Definitions of Terms*, 1990; DHS, *National Response Plan* (Draft #1), Feb 25, 2004, 77)

**Mitigation:** “Mitigation actions involve lasting, often permanent, reduction of exposure to, probability of, or potential loss from hazard events. They tend to focus on where and how to build. Examples include: zoning and building code requirements for rebuilding in high-hazard areas; floodplain buyouts; and analyses of floodplain and other hazard-related data to determine where it is safe to build in normal times, to open shelters in emergencies, or to locate temporary housing in the aftermath of a disaster. Mitigation also can involve educating businesses and the public on simple measures they can take to reduce loss and injury, like fastening bookshelves, water heaters, and file cabinets to walls to keep them from falling during earthquakes.” (FEMA, *Guide for All Hazards Emergency Operations Planning* (SLG 101), September 1996, p. 1-3)

**Mitigation:** All steps necessary to minimize the potentially adverse effects of the proposed action and to restore, preserve, and enhance natural values of wetlands; or long-term activities to minimize the potentially adverse effects of future disaster in affected areas. (FEMA, 1996)

**Mitigation:** “…sustained action taken to reduce or eliminate long-term risk to people and property from hazards and their effects. Mitigation distinguishes actions that have a long-term impact from those that are more closely associated with preparedness for, immediate response to, and short-term recovery from a specific event” (FEMA, 1997, *Multi Hazard…*, xxii).

**Mitigation:** “Any action taken to eliminate or reduce the long-term risk to human life and property from natural hazards. Mitigation actions are accomplished by:

- **Acting on the hazard.** Seeding hurricanes or triggering avalanches may eliminate a hazard before a disaster occurs.
- **Redirecting the hazard.** A seawall or dune restoration program helps keep water away from people by redirecting the impact areas away from vulnerable locations.
- **Interacting with the hazard.** Seismic safety provisions incorporated into building codes result in structures that are more able to withstand impacts and earthquakes.
- **Avoiding the hazard.** River corridor projects create multiple beneficial uses of the floodplain while relocating structures to less vulnerable locations.” (FEMA IS-513, 1999, 1-50)
Mitigation: “Taking sustained actions, such as supporting the use of strong building codes and guiding community disaster resistance, to reduce or eliminate long-term risk to people and property from hazards and their effects.” (FEMA, *A Nation Prepared–FEMA Strategic Plan, 2002*, p. 58)

Mitigation: “Provides a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.” (FEMA, *NIMS (FEMA 501 Draft), 2007*, p. 154)

Mitigation: “Examples of mitigation activities include the following:

- ongoing public education and outreach activities designed to reduce loss of life and destruction of property;
- complying with or exceeding floodplain management and land-use regulations;
- enforcing stringent building codes, seismic design standards, and wind-bracing requirements for new construction, or repairing and/or retrofitting existing buildings;
- supporting measures to ensure the protection and resilience of critical infrastructure and key resources designed to ensure continuity of business and the economic stability of communities;
- acquiring damaged homes or businesses in flood-prone areas, relocating the structures, and returning the property to open space, wetlands, or recreational uses;
- identifying, utilizing, and refurbishing shelters and safe rooms to help protect people in their homes, public buildings, and schools in hurricane− and tornado-prone areas;
- implementing a vital records program at all levels of government to prevent loss of crucial documents and records;
- intelligence sharing and linkage leading to other law enforcement activities, such as infiltration of a terrorist cell to prevent an attack;
- periodic remapping of hazard or potential hazard zones, using geospatial techniques; and
- management of data regarding historical incidents to support strategic planning and analysis.” (FEMA, *National Incident Management System (FEMA 501/Draft), August 2007*, pp. 21-22)

Mitigation: “Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of a hazard. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Examples include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate
governments, businesses and the public on measures they can take to reduce loss and injury.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-7, Glossary)

Mitigation: In its simplest sense, mitigation is risk management. It is a term that we at FEMA use to describe actions that can be taken at the individual, local, State and Federal levels to reduce the overall risk from natural disasters. It is getting a handle on the costs of disasters in our society, including not only moneys, but also suffering and economic disruptions. (Krimm 1998)

Mitigation: “Activities that reduce the degree of long-term risk to human life and property from natural and man-made hazards; e.g., building codes, disaster insurance, land-use management, risk mapping, safety codes, and tax incentives and disincentives.” (McLoughlin 1985, 166)

“Mitigation consists of planned and orderly efforts to prevent hazards that are preventable and lessen the impact of those that are not. Mitigation activities can act in three ways to prevent or reduce effects of potential hazards. First, they can act on the hazard to eliminate it or to reduce the frequency and intensity of its occurrence. Second, they can change the way a hazard interacts with people and their support systems. Third, they can alter the way people live and the systems they create.” (McLoughlin 1985, 170)

Mitigation: “Actions taken to prevent or reduce product loss, human injury or death, environmental damage, and property damage due to the release or potential release of hazardous materials.” (NFPA 471, 1997, p. 8)

Mitigation: “Activities taken to reduce the severity or consequences of an emergency.” (NFPA 1600, 2007, p. 8)

Mitigation: “Mitigation includes any activities that actually eliminate or reduce the probability of occurrence of a disaster (for example, arms build-up to deter enemy attack or legislation that takes the unstable double-bottom tanker off the highways). It includes long-term activities designed to reduce the effects of unavoidable disaster (for example, land-use management, establishing comprehensive emergency management programs, or legislating building safety codes).” (NGA, Comprehensive Emergency Management Governors’ Guide, 1979, p. 12)

Mitigation: Action to reduce the effects of a disaster on a population. (Nimpuno, 1998)

Mitigation: “…mitigation is seen as prevention – stopping a negative event before it happens.” (Peterson and Perry 1999, 242)

Mitigation: “…sustained actions to reduce or eliminate long-term risks to people and property from hazards and their effects.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1399)

Mitigation: Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and on environment. (UN Internationally Agreed Glossary…, 1992, p.4)
Mitigation: “Structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards.” (UN ISDR 2002, 25)

Mitigation (Homeland Security): “Because we must not permit the threat of terrorism to alter the American way of life, we have to accept some level of terrorist risk as a permanent condition. We must constantly balance the benefits of mitigating this risk against both the economic costs and infringements on individual liberty that this mitigation entails. No mathematical formula can reveal the appropriate balance; it must be determined by politically accountable leaders exercising sound, considered judgment informed by top-notch scientists, medical experts, and engineers.” (White House, National Strategy for Homeland Security, July 2002, p. 2)

Mitigation Planning Under the Stafford Act (Sec. 322, 42 U.S.C. 5165):
“(a) Requirement of Mitigation Plan - As a condition of receipt of an increased Federal share for hazard mitigation measures under subsection (e), a State, local, or tribal government shall develop and submit for approval to the President a mitigation plan that outlines processes for identifying the natural hazards, risks, and vulnerabilities of the area under the jurisdiction of the government.
(b) Local and Tribal Plans - Each mitigation plan developed by a local or tribal government shall: (1) describe actions to mitigate hazards, risks, and vulnerabilities identified under the plan; and (2) establish a strategy to implement those actions.
(c) State Plans - The State process of development of a mitigation plan under this section shall - (1) identify the natural hazards, risks, and vulnerabilities of areas in the State; (2) support development of local mitigation plans; (3) provide for technical assistance to local and tribal governments for mitigation planning; and (4) identify and prioritize mitigation actions that the State will support, as resources become available.
(d) Funding - (1) In general - Federal contributions under section 5170c of this title may be used to fund the development and updating of mitigation plans under this section. (2) Maximum federal contribution - With respect to any mitigation plan, a State, local, or tribal government may use an amount of Federal contributions under section 5170c of this title not to exceed 7 percent of the amount of such contributions available to the government as of a date determined by the government.
(e) Increased Federal Share for Hazard Mitigation Measures - (1) In general - If, at the time of the declaration of a major disaster, a State has in effect an approved mitigation plan under this section, the President may increase to 20 percent, with respect to the major disaster, the maximum percentage specified in the last sentence of section 5170c(a) of this title. (2) Factors for consideration -In determining whether to increase the maximum percentage under paragraph (1), the President shall consider whether the State has established - (A) eligibility criteria for property acquisition and other types of mitigation measures; (B) requirements for cost effectiveness that are related to the eligibility criteria; (C) a system of priorities that is related to the eligibility criteria; and (D) a process by which an assessment of the effectiveness of a mitigation action may be carried out after the mitigation action is complete. (Stafford Act, June 2007 (FEMA 592) pp. 22-23)

Mitigation Strategy: “A.5.5.1 The mitigation strategy should include the following:
(1) Use of applicable building construction standards
(2) Hazard avoidance through appropriate land use practices
(3) Relocation, retrofitting, or removal of structures at risk
(4) Removal or elimination of the hazard
(5) Reduction or limitation of the amount or size of the hazard
(6) Segregation of the hazard from that which is to be protected
(7) Modification of the basic characteristics of the hazard
(8) Control of the rate of release of the hazard
(9) Provision of protective systems or equipment for both cyber and physical risks
(10) Establishment of hazard warning and communication procedures
(11) Redundancy or diversity of essential personnel, critical systems, equipment, information, operations, or materials
(12) Acceptance/retention/transfer of risk (insurance programs)
(13) Protection of competitive/proprietary information

A.5.5.2 The mitigation strategy should establish interim and long-term actions to reduce the risks from hazards. (NFPA 1600, 2007, p. 15)

MMMS: “Map Modernization Management Support (FEMA).

MMRS: Metropolitan Medical Response System.

MOA: Memorandum of Agreement.

Mobile Emergency Response Support (MERS). “The primary function of MERS is to provide mobile telecommunications capabilities and life, logistics, operational and power generation support required for the on-site management of disaster response activities. MERS support falls into three broad categories: (1) operational support elements; (2) communications equipment and operators; and (3) logistics support. MERS supports Federal, State and local responders in their efforts to save lives, protect property and coordinate disaster operations. Staged in six strategic locations, one with offshore capabilities, the MERS detachments can concurrently support multiple field operating sites within a disaster area.” (DHS, NRF Comment Draft, 2007, 60)

Mobilization: “The process and procedures used by all organizations—Federal, State, tribal, and local—for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.” (FEMA, NIMS (FEMA 501/Draft), 2007, p. 154)

Mobilization Center: “An off-incident location at which emergency service personnel and equipment are temporarily located pending assignment, release, or reassignment.” (USCG, IM Handbook, 2006, Glossary 25-15)

Model State Emergency Health Powers Act (MSEHPA): “In the spring of 2001, officials of the Centers for Disease Control and Prevention (CDC) asked the staff of the Center for Law and the Public’s Health (based at Georgetown University and the Johns Hopkins University) to draft a Model State Emergency Health Powers Act. This Model Act would enable states to revise their public health statutes in order to take account of contemporary scientific knowledge, communications technology, and case law on the rights of individuals and the duties of government. Many states had not substantially revised their public codes for a half century or longer.
Drafting the Model Act accelerated after September 11th and especially after the first anthrax case was identified on October 4th. The Georgetown/Hopkins lawyers posted a draft on the World Wide Web in late October (and revised it in December). Secretary of Health and Human Services Tommy G. Thompson enthusiastically endorsed the draft. Across the political spectrum, however, but especially among liberals and libertarians, attacks began immediately on the need for the act and its major provisions—especially on its recommendations for planning, surveillance, public information, taking property, directing the work of health professionals and immunizing them from liability, and interfering with the privacy and liberty of persons to prevent the spread of infectious disease.

Nevertheless, legislation inspired by the Model Act has been introduced in more than 30 states. In some states, legislators and governors who supported the main thrust of the act decided that archaic provisions were better than anarchy. They feared that opening the entire public health code to amendment risked the repeal of substantial sections of it. In other states, lawmakers have used the Model Act as a checklist against which to review and revise their public health statute. No state, to our knowledge, has adopted the Model Act posted on the Web. The Model Act has become a contentious document in a process of policymaking that is likely to continue as long as the threat of bioterrorism persists. This new fact of life is recognized in the new Department of Health and Human Services grant program to improve public health infrastructure for better defense against terrorism, which requires states to conduct ongoing review and revision of pertinent laws and regulations.” (Colmers and Fox, March 2003)

**Modified Mercalli Intensity Scale:** A measure of the effects of an earthquake in a specific location. (Deyle, French, Olshansky, and Paterson 1998, 124)

<table>
<thead>
<tr>
<th>Intensity</th>
<th>Detectability/Level Impact</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Detected only by sensitive instruments</td>
</tr>
<tr>
<td>II</td>
<td>Felt by a few persons at rest, especially on upper floors</td>
</tr>
<tr>
<td>III</td>
<td>Felt noticeably indoors, but not always recognized as a quake</td>
</tr>
<tr>
<td>IV</td>
<td>Felt indoors by many, outdoors by a few</td>
</tr>
<tr>
<td>V</td>
<td>Felt by most people, damage to glass and plaster</td>
</tr>
<tr>
<td>VI</td>
<td>Felt by all, many frightened and run outdoors, damage small</td>
</tr>
<tr>
<td>VII</td>
<td>Everybody runs outdoors, damage to buildings varies</td>
</tr>
<tr>
<td>VIII</td>
<td>Panel walls thrown out of frames, fall of walls and chimneys</td>
</tr>
<tr>
<td>IX</td>
<td>Buildings shifted off foundations, cracked, thrown out of plumb</td>
</tr>
<tr>
<td>X</td>
<td>Most masonry and framed structures destroyed, ground cracked</td>
</tr>
<tr>
<td>XI</td>
<td>New structures still standing, bridges destroyed, ground fissures</td>
</tr>
<tr>
<td>XII</td>
<td>Damage total, waves seen on ground surface</td>
</tr>
</tbody>
</table>

**Modular Organization (ICS):** “The ICS organizational structure develops in a top-down fashion that is based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident. When needed separate functional elements can be established, each of which may be further subdivided to enhance management and coordination.”
Responsibility for the establishment and expansion of the ICS rests with the Incident Commander (IC), who bases these on requirements of the situation. As incident complexity increases, the organization expands from top down as functional responsibilities are delegated.” (FEMA, National Incident Management System National Standard Curriculum Training Development Guidance. October 2005, p. 8)

MOU: Memorandum of Understanding.

MSCC: Medical Surge Capacity and Capability.


MSEL: Master Scenario Event List.

MS-ISAC: Multi-State Information Sharing and Analysis Center. (DHS, NIPP 2006, p. 101)

Multi-Agency Coordination (MAC): “A generalized term which describes the functions and activities of representatives of involved agencies and/or jurisdictions who come together to make decisions regarding the prioritizing of incidents, and the sharing and use of critical resources. The MAC organization is not a part of the on-scene ICS and is not involved in developing incident strategy or tactics.” (USCG, IM Handbook, 2006, Glossary 25-15)

Multi-Agency Coordination (MAC) Centers: “A seventh requirement of incident management consists of the various multi-agency coordination centers that exist throughout all levels of government. They are essential to maintaining situational awareness and overall incident management, and they assist in the flow of information, the reporting of actions and activities, and ultimately the development of a common operating picture, but they also are hubs for coordinating operational activities during an incident. Examples include State, local, and Tribal emergency operations centers; State, local, and Tribal fusion centers; the National Operations Center, National Infrastructure Coordination Center, and the Federal Emergency Management Agency’s National Response Coordination Center (all part of the Department of Homeland Security); the Federal Bureau of Investigation’s Strategic Information and Operations Center and National Joint Terrorist Task Force (both part of the Department of Justice); and the National Counterterrorism Center (part of the Office of the Director of National Intelligence).” (White House, National Strategy for Homeland Security, HSC, October 2007, pp. 47-48)

Multiagency Coordination (MAC) Group: “Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the System. It can provide coordinated decisionmaking and resource allocation among cooperating agencies, and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.” (FEMA, NIMS, 2007, 154)

Multiagency Coordination System(s) (MACs): “Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The elements of multiagency
coordination systems include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are EOCs and MAC Groups. These systems assist agencies and organizations responding to an incident.” (FEMA, NIMS Draft, 2007, p. 154)

Multi-Agency Coordination System in DHS – Concepts and Principles: “The core concepts and principles of the Multi-Agency Coordination System as taught by DHS (and as defined in the NIMS Document) incorporate the following components:

- A multi-agency coordination system is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordinating and supporting domestic incident management activities.
- The primary functions of multi-agency coordination systems are to support incident management policies and priorities, facilitate logistics support and resource tracking, inform resource allocation decisions using incident management priorities, coordinate incident management related information, and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies.
- A typical multi-agency coordination system may contain one or several Emergency Operations Centers (EOCs). A typical multi-agency coordination system may contact numerous Department Operations Center (DOCs). Depending upon the type and location of the emergency/disaster various command elements (i.e. area commands, unified command or the incident commander) will have to coordinate activities within an established multi-agency coordination system.

Training dealing with the NIMS multi-agency coordination system shall describe to participants the components of a multi-agency coordination system and establish relationships between all elements of the system. It shall also increase the participant’s knowledge of NIMS relevant to the multi-agency coordination system. It shall increase the participant’s knowledge of the integrated nature of emergency management throughout the nation and advocate the adoption of the guidelines established in the NIMS document. The training shall contain specific disaster/emergency related examples that relate to multi-agency coordination systems at the local, state and federal levels of government.” (FEMA, National Incident Management System National Standard Curriculum Training Development Guidance, October 2005, pp. 22-23)

Multihazard: “Multihazards include significant events such as infrastructure deterioration, natural disasters, accidents, and malevolent acts.” (TISP, 2006, p. 2)

“Today’s preparedness needs require a comprehensive, multihazards regional approach that addresses natural disasters of all types, human error, systems failures, pandemics, and malevolent acts, including those involving cyber systems and weapons of mass destruction (chemical, biological, radiological, and nuclear devices).” (TISP, 2006, p. 3)

Multijurisdiction Incident: “An incident that extends across political boundaries and/or response disciplines, requiring action from multiple governments and agencies to manage certain aspects of an incident. These incidents may best be managed under Unified Incident Management.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-8)
Mutual Aid Agreement: “A written agreement between agencies, organizations, and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.” (DHS, National Response Plan, December 2004, p.69; DHS, National Incident Management System, March 2004, p. 133.)

Mutual Aid Agreements: “A.5.7 Mutual aid/assistance agreements between entities are an effective means to obtain resources and should be developed whenever possible. Mutual aid/assistance agreements should be in writing, be reviewed by legal counsel, be signed by a responsible official, define liability, and detail funding and cost arrangements. The term mutual aid/assistance agreement as used here includes cooperative assistance agreements, intergovernmental compacts, or other terms commonly used for the sharing of resources. Mutual aid/assistance agreements are the means for one entity to provide resources, facilities, services, and other required support to another entity during an incident. Each entity should be party to a mutual aid/assistance agreement (such as the Emergency Management Assistance Compact) with appropriate entities from which they expect to receive or to which they expect to provide assistance during an incident. This would normally include all neighboring or nearby entities, as well as relevant private sector and nongovernmental organizations. States should participate in interstate compacts and look to establish intrastate agreements that encompass all local entities. Mutual aid/assistance agreements are also needed with private organizations, such as the International Red Cross, to facilitate the timely delivery of private assistance at the appropriate entity level during incidents. At a minimum, mutual aid/assistance agreements should include the following elements or provisions:

1. Definitions of key terms used in the agreement
2. Roles and responsibilities of individual parties
3. Procedures for requesting and providing assistance
4. Procedures, authorities, and rules for payment, reimbursement, and allocation of costs
5. Notification procedures
6. Protocols for interoperable communications
7. Relationships with other agreements among entities
8. Workers’ compensation
9. Treatment of liability and immunity
10. Recognition of qualifications and certifications
11. Sharing agreements, as required.” (NFPA 1600, 2007, p. 16)

[Note: FEMA NIMS adds a 12th element (or provision) – “Termination Clause.” (FEMA 501/Draft), August 2007, p. 18.]

NAC: National Advisory Committee (FEMA).

NADB: National Asset Database. (DHS, NIPP 2006, p. 32)

National Alert Warning System (NAWAS): “Operated and maintained by FEMA, the NAWAS was originally created as part of the Civil Defense Act of 1950 in order to pass emergency information to the American public regarding an actual attack or an accidental missile launch against the United States. The NAWAS is available on a 24/7 basis as a non-
secure, continuous, private line, telephone system and is used to convey warnings to Federal, State, and local governments, as well as the military and civil populations. Although the original mission of NAWAS was to warn of an enemy attack or missile launch, the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 expanded the NAWAS mission to include warning for acts of terrorism, as well as natural and technological disasters and events. NAWAS is used by the National Oceanic and Atmospheric Administration (NOAA) to pass severe weather alerts as conditions develop as well and to pass critical sheltering information in the event these severe weather conditions materialize. There are currently approximately 2050 NAWAS drops (referred to as Warning points) across the Nation, to include Alaska, Hawaii, Puerto Rico, and the US Virgin Islands” (Homeland Security Council, NCPIP, 2007, p. 64)

National Bioterrorism Hospital Preparedness Program (NBHPP): “The purpose of the National Bioterrorism Hospital Preparedness Program (NBHPP) is to prepare hospitals and supporting healthcare systems, in collaboration with other partners, to deliver coordinated and effective care to victims of terrorism and other public health emergencies. Cooperative agreement funds may be used for activities that include increasing surge capacity, which encompasses beds, personnel, pharmaceuticals, PPE, decontamination capacity, isolation capacity and interoperable communications, as well as the enhancement of EMS services, competency based training, and exercises.” (DHS/ODP, FY 2006 EMPG, 2005, p. 11)

National Capital Region (NCR): “The National Capital Region was created pursuant to the National Capital Planning Act of 1952… The Act defined the NCR as the District of Columbia; Montgomery and Prince George's Counties of Maryland; Arlington, Fairfax, Loudon, and Prince William Counties of Virginia; and all cities now or here after existing in Maryland or Virginia within the geographic area bounded by the outer boundaries of the combined area of said counties. The NCR includes the District of Columbia and eleven local jurisdictions in the State of Maryland and the Commonwealth of Virginia.” (HSC, NCPIP, 64)

National Command and Coordination Capability (NCCC): “The NCCC is the means to provide the President and Vice President with the ability to respond deliberately and appropriately to any crisis. It includes responsive, reliable, survivable, and robust processes and systems to command, control, and coordinate operations among Federal, State, tribal, insular, and local governments, as required. (Homeland Security Council, NCPIP, Aug 2007, p. 65)

National Communications System: “President Kennedy established the National Communications System by a Presidential Memorandum on August 21, 1963. The NCS mandate included linking, improving, and extending the communications facilities and components of various Federal agencies, focusing on interconnectivity and survivability…. After nearly 40 years with the Secretary of Defense serving as its Executive Agent, President George W. Bush transferred the National Communications System to the Department of Homeland Security (DHS). The NCS was one of 22 Federal agencies transferred to the Department on March 1, 2003, in accordance with Executive Order 13286. A revised Executive Order 12472 reflects the changes of E.O. 13286. On November 15, 2005, the NCS became part of the Department's Directorate for Preparedness after nearly two years under the Information Analysis and Infrastructure Protection Directorate. Currently, the DHS Under Secretary for National Protection and Programs serves as the NCS Manager.” (NCS, “About the NCS”)
National Contingency Plan (National Oil and Hazardous Substances Pollution Contingency Plan): “Policies and procedures of the federal agency members of the National Oil and Hazardous Materials Response Team. This document provides guidance for responses, remedial action, enforcement, and funding mechanisms for hazardous materials incident responses.” (NFPA 471, 1997, p.8)

National Continuity Coordinator: “The President shall lead the activities of the Federal Government for ensuring constitutional government. In order to advise and assist the President in that function, the Assistant to the President for Homeland Security and Counterterrorism (APHS/CT) is hereby designated as the National Continuity Coordinator. The National Continuity Coordinator, in coordination with the Assistant to the President for National Security Affairs (APNSA), without exercising directive authority, shall coordinate the development and implementation of continuity policy for executive departments and agencies. The Continuity Policy Coordination Committee (CPCC), chaired by a Senior Director from the Homeland Security Council staff, designated by the National Continuity Coordinator, shall be the main day-to-day forum for such policy coordination.” (White House, HSPD-20, May 9, 2007)

National Continuity Implementation Plan: The NCIP includes “prioritized goals and objectives, a concept of operations, performance metrics by which to measure continuity readiness, procedures for continuity and incident management activities, and clear direction to executive department and agency continuity coordinators, as well as guidance to promote interoperability of Federal Government continuity programs and procedures with State, local, territorial, and tribal governments, and private sector owners and operators of critical infrastructure, as appropriate.” (White House, HSPD-20, May 9, 2007)

National Continuity Policy: “It is the policy of the United States to maintain a comprehensive and effective continuity capability composed of Continuity of Operations and Continuity of Government programs in order to ensure the preservation of our form of government under the Constitution and the continuing performance of National Essential Functions under all conditions.”

“For continuity purposes, each executive department and agency is assigned to a category in accordance with the nature and characteristics of its national security roles and responsibilities in support of the Federal Government's ability to sustain the NEFs. The Secretary of Homeland Security shall serve as the President's lead agent for coordinating overall continuity operations and activities of executive departments and agencies…” (White House, HSPD-20, May 9, 2007)

National Counterterrorism Center (NCTC): “In August 2004, the President established the National Counterterrorism Center (NCTC) to serve as the primary organization in the United States Government (USG) for integrating and analyzing all intelligence pertaining to terrorism and counterterrorism (CT) and to conduct strategic operational planning by integrating all instruments of national power. In December 2004, Congress codified the NCTC in the Intelligence Reform and Terrorism Prevention Act (IRTPA) and placed the NCTC in the Office of the Director of National Intelligence… NCTC is a multi-agency organization dedicated to
eliminating the terrorist threat to US interests at home and abroad.” (NCTC, About the NCTC, 2007)

**National Disaster Medical System (NDMS):** A federally coordinated initiative to augment the nation’s emergency medical response capability by providing medical assets to be used during major disasters or emergencies. NDMS has three major components: Disaster Medical Assistance Teams and Clearing-Staging Units to provide triage, patient stabilization, and austere medical services at a disaster site; an evacuation capability for movement of patients from a disaster area to locations where definitive medical care can be provided; and a voluntary hospital network to provide definitive medical care. NDMS is administered by the Department of Health and Human Services/U.S. Public Health Service, in cooperation with the Department of Defense, the Department of Veterans Affairs, FEMA, State and local governments, and the private sector. (Facts on the NDMS)

**National Disaster Medical System (NDMS):** “The National Disaster Medical System (NDMS) is a federally coordinated system that augments the Nation's medical response capability. The overall purpose of the NDMS is to establish a single integrated National medical response capability for assisting State and local authorities in dealing with the medical impacts of major peacetime disasters and to provide support to the military and the Department of Veterans Affairs medical systems in caring for casualties evacuated back to the U.S. from overseas armed conventional conflicts.” (HHS, National Disaster Medical System, July 17, 2007 update)

**National Disaster Recovery Strategy (Subtitle E – Stafford Act Amendments, PKEARA):** “The National Disaster Recovery Strategy shall –
(1) outline the most efficient and cost-effective Federal programs that will meet the recovery needs of States, local and tribal governments, and individuals and households affected by a major disaster;
(2) clearly define the role, programs, authorities, and responsibilities of each Federal agency that may be of assistance in providing assistance in the recovery from a major disaster;
(3) promote the use of the most appropriate and cost-effective building materials (based on the hazards present in an area) in any area affected by a major disaster, with the goal of encouraging the construction of disaster-resistant buildings; and
(4) describe in detail the programs that may be offered by the agencies described in paragraph (2), including – (A) discussing funding issues; (B) detailing how responsibilities under the National Disaster Recovery Strategy will be shared; and (C) addressing other matters concerning the cooperative effort to provide recovery assistance.” (Stafford Act (FEMA 592), 2007, p. 77)

**National Domestic Preparedness Consortium:** “The National Domestic Preparedness Consortium (NDPC) is the principal vehicle through which G&T [DHS] identifies, develop, tests, and delivers training to state and local emergency responders. The NDPC membership includes G&T's Center for Domestic Preparedness (CDP) in Anniston, Alabama, the New Mexico Institute of Mining and Technology (NMIMT), Louisiana State University (LSU), Texas A&M University (TEEX), and the Department of Energy's Nevada Test Site (NTS); each member brings a unique set of assets to the domestic preparedness program.” (DHS, The National Domestic Preparedness Consortium (NDPC). April 3, 2007 update)
National Earthquake Hazard Reduction Program: “The National Earthquake Hazards Reduction Program (NEHRP), which is authorized by the Earthquake Hazards Reduction Act of 1977 (Public Law 95-124), as amended, seeks to mitigate earthquake losses in the United States through both basic and directed research and implementation activities in the fields of earthquake science and engineering. For 30 years, NEHRP has reduced the vulnerability of the people and property of the United States through the following:
- Improvement in the understanding of the processes that generate earthquakes.
- Improvement in the understanding of the effects of earthquakes in terms of ground shaking and ground failure, building shaking and damage, and on the general infrastructure and economic fabric of the United States.
- Development of earthquake hazards and risk assessments and earthquake resistant building codes and practices.
- Implementation of earthquake risk reduction measures through the adoption of building codes, land use practices, and earthquake response exercises at all levels of government and in the private sectors.” (NEHRP Annual Report of the National Earthquake Hazards Reduction Program, March 2007, from Preface)

National Earthquake Hazards Reduction Program Interagency Coordinating Committee (ICC): “The NEHRP ICC is composed of the directors of the four NEHRP agencies, the Federal Emergency Management Agency (FEMA), the National Institute of Standards and Technology (NIST), the National Science Foundation (NSF), and the U.S. Geological Survey (USGS), as well as the directors of the White House Office of Science and Technology Policy (OSTP) and Office of Management and Budget (OMB). The ICC is chaired by the Director of NIST.” (NEHRP Annual Report of the NEHRP, March 2007, p. vii)

National Emergencies Act of 1976: “The National Emergencies Act of 1976, 50 U.S.C. 1601 et seq, establishes procedures for Presidential declaration and termination of national emergencies. The Act requires the President to identify the specific provision of law under which he will act in dealing with a declared national emergency and contains a sunset provision requiring the President to renew a declaration of national emergency to prevent its automatic expiration. The Presidential declaration of a national emergency under the Act is a prerequisite to exercising any special or extraordinary powers authorized by statute for use in the event of national emergency.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 69)

National Emergency Management Association: “NEMA is the professional association of and for state* emergency management directors. NEMA’s mission is to:

* Provide national leadership and expertise in comprehensive emergency management.

* Serve as a vital emergency management information and assistance resource.

* Advance continuous improvement in emergency management through strategic partnerships, innovative programs, and collaborative policy positions. (NEMA, Welcome to NEMA, 2007)

National Emergency Management Baseline Capability Assessment Program (NEMB-CAP):
"NEMB-CAP is an ongoing effort sponsored by the Federal Emergency Management Agency (FEMA) that is analyzing existing emergency management programs planning efforts at the State level using the EMAP Standard. To date, 40 States have completed the NEMB-CAP process. Of the 40 States, only two met all criteria for planning, only five were compliant with most or all standards, and only two states were fully compliant in all 14 functional areas. The process has highlighted the importance of ensuring that roles and responsibilities are not only well understood, but also operationalized at the State and local level; additionally, findings from this process have revealed critical national weaknesses in key operational areas and catastrophic planning efforts, including:

• Incident management
• Planning, including continuity of operations and recovery strategies
• Hazard identification, risk assessment, and impact analysis
• Resource management, including identification of resource objectives, by hazard, predisaster.”

(DHS/ODP, FY 2006 EMPG Program Guidance, November 2005, p. 7)

National Emergency Management Baseline Capability Assessment Program (NEMB-CAP):

“The NEMB-CAP involves a multi-year effort to assess, analyze, evaluate, and collectively frame state emergency management capabilities against a common national set of criteria. Actual assessments of state and state-level jurisdictions began in January 2003, and are projected to be complete by the end of 2005. Participation is voluntary, but FEMA strongly encourages all states to take part in the program, which will play a key role in our national emergency management improvement strategy.

The NEMB-CAP consists of a review and evaluation of state emergency management systems and programs based on assessment criteria developed by, and employing the assessment processes of the Emergency Management Accreditation Program (EMAP). The EMAP was established through a collaborative partnership involving FEMA, the National Emergency Management Association (NEMA), the International Association of Emergency Managers (IAEM), and other stakeholder organizations, including the National Governors Association, National League of Cities and The Council of State Governments.

The assessment methodology involves the state completing a comprehensive self-assessment, followed up by an on-site, week-long assessment by a team of trained, independent peer assessors. FEMA analyzes assessment reports to identify individual and collective capability strengths and weaknesses. This assessment serves two purposes – one of establishing a national capability baseline and also helping target future federal assistance to areas of greatest common need.” (FEMA, “Homeland Security And FEMA Achieve Emergency Management Assessment Milestone,” April 14, 2004)

National Essential Functions (NEFs): “‘National Essential Functions,’ or ‘NEFs,’ means that subset of Government Functions that are necessary to lead and sustain the Nation during a
catastrophic emergency and that, therefore, must be supported through COOP and COG capabilities.”  (White House, HSPD-20, May 9, 2007)

The following NEFs are the foundation for all continuity programs and capabilities and represent the overarching responsibilities of the Federal Government to lead and sustain the Nation during a crisis, and therefore sustaining the following NEFs shall be the primary focus of the Federal Government leadership during and in the aftermath of an emergency that adversely affects the performance of Government Functions:

(a) Ensuring the continued functioning of our form of government under the Constitution, including the functioning of the three separate branches of government;

(b) Providing leadership visible to the Nation and the world and maintaining the trust and confidence of the American people;

(c) Defending the Constitution of the United States against all enemies, foreign and domestic, and preventing or interdicting attacks against the United States or its people, property, or interests;

(d) Maintaining and fostering effective relationships with foreign nations;

(e) Protecting against threats to the homeland and bringing to justice perpetrators of crimes or attacks against the United States or its people, property, or interests;

(f) Providing rapid and effective response to and recovery from the domestic consequences of an attack or other incident;

(g) Protecting and stabilizing the Nation's economy and ensuring public confidence in its financial systems; and

(h) Providing for critical Federal Government services that address the national health, safety, and welfare needs of the United States.  (White House, HSPD-20, May 9, 2007)

National Exercise and Evaluation Program (NEEP).  (HSC, NCPIP, August 2007, p. 65)

National Exercise Program (NEP): “HSPD-8 directed the establishment of the NEP under the leadership of the Secretary of Homeland Security. The NEP is the Nation’s overarching exercise program formulated by the National Security Council/Homeland Security Council, and executed by the Federal Interagency. The NEP serves as the principal mechanism for examining the preparation of the Federal executive branch and adopting policy changes that might improve such preparation. The NEP is DHS’s principal mechanism for training and exercising officials at all levels of government, as well as members of the private sector, and, at times, our international partners. The NEP has developed common policy and guidance and has established collaborative management processes and tools to link its partners and stakeholders nationwide. Lessons learned and peer-validated best practices identified through exercises and actual incidents are made available to the homeland security community.”  (Homeland Security Council, National
Continuity Policy Implementation Plan, 2007, p. 65; see, also, Homeland Security Exercise & Evaluation Program)

National Flood Insurance Act of 1968: “…the National Flood Insurance Act of 1968 (NFIA, or “the Act”), 42 U.S.C. 4030, as amended by the Bunning-Bereuter-Blumenauer Flood Insurance Reform Act of 2004, Public Law 108-264, [has]… the goal of reducing flood damages to individual properties for which one or more claim payments for losses have been made under flood insurance coverage and that will result in the greatest savings to the NFIF in the shortest period of time. The Catalog of Federal Domestic Assistance (CFDA) number is 97.092.” (FEMA, Repetitive Flood Claims Program Guidance, FY 2008, 2007, p. 1)

National Flood Insurance Program (NFIP): “The U.S. Congress established the National Flood Insurance Program (NFIP) with the passage of the National Flood Insurance Act of 1968. The NFIP is a Federal program enabling property owners in participating communities to purchase insurance as a protection against flood losses in exchange for State and community floodplain management regulations that reduce future flood damages. Participation in the NFIP is based on an agreement between communities and the Federal Government. If a community adopts and enforces a floodplain management ordinance to reduce future flood risk to new construction in floodplains, the Federal Government will make flood insurance available within the community as a financial protection against flood losses. This insurance is designed to provide an insurance alternative to disaster assistance to reduce the escalating costs of repairing damage to buildings and their contents caused by floods.” (FEMA, National Flood Insurance Program Description, August, 2002, p. 2)

National Implementation Plan: “Early this summer [2006], a new strategy for combating terrorism, described by its authors as "revolutionary" in concept, arrived on President Bush's desk. The highly classified National Implementation Plan for the first time set government-wide goals and assigned responsibility for achieving them to specific departments and agencies. Written by officials at the National Counterterrorism Center, under a directive signed by the president last winter, the 160-page plan aspires to achieve what has eluded the Bush administration in the five years since the Sept. 11, 2001, attacks: bringing order and direction to the fight against terrorism….

New initiatives such as the National Implementation Plan were launched to eliminate overlap and set priorities for what the administration now calls the "long war." Beyond drawing sharper lines of responsibility, officials said, the plan is designed to drag the nation's counterterrorism strategy back from military dominance, better balancing the military "whack" with diplomacy and the "hearts and minds" campaigns that are now seen as critical to long-term victory. [President] Bush was briefed on the plan on June 26. A White House official said the plan reflects [President] Bush's feeling that the terrorism fight is "all-encompassing," including military attacks but also "the war of ideas and the softer side, the long-term battle."

Within half a dozen broad objectives, the document designates lead and subordinate agencies to carry out more than 500 discrete counterterrorism tasks, among them vanquishing al-Qaeda, protecting the homeland, wooing allies, training experts in other languages and cultures, and understanding and influencing the Islamic psyche.” (DeYoung, Washington Post, Aug. 9, 2007)
National Incident Management System (NIMS): Released in March 2004 by the Department of Homeland Security, NIMS “provides a consistent nationwide template to enable all levels of government, the private sector and nongovernmental organizations (NGOs) to work together during an incident.” (DHS, NRF Comment Draft, September 2007, 45)

National Incident Management System (NIMS): “The NIMS identifies multiple elements of unified command in support of incident response. These elements include: (1) developing a single set of objectives; (2) using a collective, strategic approach; (3) improving information flow and coordination; (4) creating common understanding of joint priorities and restrictions; (5) ensuring that no agency’s legal authorities are compromised or neglected; and (6) optimizing the combined efforts of all agencies under a single plan.” (DHS, NRF Comment Draft, Sep 2007, 10)

National Incident Management System (NIMS): “NIMS provides a core set of common concepts, principles, terminology and technologies in the following areas:

**Incident Command System (ICS).** Much of NIMS is built upon the ICS, which was developed by the Federal, State and local wildland fire agencies during the 1970s. ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics and finance/administration. In some circumstances, intelligence and investigations may be added as a sixth functional area.

**Multi-agency coordination systems.** Examples of multi-agency coordination systems include a county emergency operations center, a State intelligence fusion center, the DHS National Operations Center, the DHS/Federal Emergency Management Agency (FEMA) National Response Coordination Center, the Department of Justice/Federal Bureau of Investigation (FBI) Strategic Information and Operations Center and the National Counterterrorism Center.

**Unified command.** Unified command provides the basis from which multiple agencies can work together effectively with a common objective of effectively managing an incident. Unified command ensures that regardless of the number of agencies or jurisdictions involved, all decisions will be based on mutually specified objectives.

**Training.** Leaders and staff require initial training on incident management and incident response principles, as well as ongoing training to provide updates on current concepts and procedures.

**Identification and management of resources.** Classifying types of resources is essential to ensure that multiple agencies can effectively communicate and provide resources during a crisis.

**Situational awareness.** Situational awareness is the provision of timely and accurate information during an incident. Situational awareness is the lifeblood of incident management and effective response operations. Without it, decisions will not be informed by information on the ground and actions will be inefficient and ineffective. Situational
awareness requires continuous monitoring, verification and integration of key information needed to assess and respond effectively to threats, potential threats, disasters or emergencies.

**Qualifications and certification.** Competent staff is a requirement for any leader managing an incident. During a crisis there will not be time to determine staff qualifications, if such information has not yet been compiled and available for review by leaders. To identify the appropriate staff to support a leader during a crisis, qualifications based on training and expertise of staff should be pre-identified and evidenced by certification, if appropriate.

**Collection, tracking and reporting of incident information.** Information today is transmitted instantly via the Internet and the 24/7 news channels. While timely information is valuable, it also can be overwhelming. For an effective response, we must leverage expertise and experience to identify what information is needed to support decision-makers and be able to rapidly summarize and prioritize this information. Information must be gathered accurately at the scene and effectively communicated to those who need it. To be successful, clear lines of information flow and a common operating picture are essential….

**Crisis action planning.** Deliberative planning during non-incident periods should quickly transition to crisis action planning when an incident occurs. Crisis action planning is the process for rapidly adapting existing deliberative plans and procedures during an incident based on the actual circumstances of an event. Crisis action planning should also include the provision of decision tools for senior leaders to guide their decision-making.

**Exercises.** Consistent with the National Exercise Program, all stakeholders should regularly exercise their incident management and response capabilities and procedures to ensure that they are fully capable of executing their incident response responsibilities.”

(DHS, NRF Comment Draft, September 2007, pp. 46-47)

**National Incident Management System (NIMS):** “NIMS is not an operational incident management or resource allocation plan. NIMS represents a core set of doctrine, concepts, principles, terminology, and organizational processes that enables effective, efficient, and collaborative incident management.” (FEMA, NIMS (FEMA 501/Draft), 2007, p.3)

**National Incident Management System (NIMS):** “Provides a systematic, proactive approach guiding government agencies at all levels, the private sector, and nongovernmental organizations to work seamlessly to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.” (FEMA, NIMS (FEMA 501/Draft), 2007, p. 155) [See, by way of comparison, the Public Law definition of NIMS noted below, as well as the NGA definition of Comprehensive Emergency Management, and FEMA’s definitions of EM.]

**National Incident Management System (NIMS):** Called for in Homeland Security Presidential Directive 5: “This system will provide a consistent nationwide approach for Federal, State, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, and local capabilities, the NIMS will include a core set of concepts, principles, terminology, and technologies covering the incident command system; multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident resources.” (White House, HSPD-5, February 28, 2003)


**National Incident Management System Capability Assessment Support Tool (NIMCAST):** “A web-based self-assessment tool designed to aid State, Territorial, local, and tribal organizations and jurisdictions in determining their capabilities and compliance against the requirements.” (FEMA, NIMS Compliance Metrics Terms of Reference, October 2006, p. 6)

**National Incident Management System (NIMS) Components:** “Five major components make up...[the] systems approach [to NIMS]:

- Preparedness,
- Communications and Information Management,
- Resource Management,
- Command and Management, and

**National Incident Management System (NIMS) Concepts:** “NIMS is based upon the concepts of

- interoperability,
- reliability,
- scalability,
- portability, and
- the resiliency and redundancy of communication and information systems.” (FEMA, NIMS (FEMA 501/Draft), 2007, p. 7)

**National Incident Management System (NIMS) Premise:** “NIMS is based on the premise that the utilization of a common incident management framework will give emergency management/response personnel a flexible yet standardized system for emergency management and incident response activities.” (FEMA, NIMS (FEMA 501/Draft), 2007, p. 6)

**National Infrastructure Advisory Council (NIAC):** “The NIAC provides the President, through the Secretary of Homeland Security, with advice on the security of physical and cyber systems across all CI/KR [critical infrastructure, key resources] sectors. The Council is comprised of up to
30 members appointed by the President. Members are selected from the private sector, academia, and State and local governments. The Council was established (and amended) under Executive Orders 13231, 13286, and 13385.” (DHS, NIPP, 2006, 28.)

**National Infrastructure Coordinating Center (NICC).** Part of the NOC, the NICC monitors the nation’s critical infrastructure and key resources on an ongoing basis. During an incident, the NICC provides a coordinating forum to share information across infrastructure and key resources sectors through appropriate information-sharing entities such as the Information Sharing and Analysis Centers and the Sector Coordinating Councils.” (DHS, NRF Comment Draft, 2007, 54)

**National Infrastructure Coordinating Center (NICC):** “Managed by the DHS Information Analysis and Infrastructure Protection Directorate, the NICC monitors the Nation’s critical infrastructure and key resources on an ongoing basis. In the event of an incident, the NICC provides a coordinating vehicle to share information with critical infrastructure and key resources information-sharing entities.” (USCG, IM Handbook, 2006, Glossary 25-16)

**National Infrastructure Inventory:** “The inventory addresses the physical, cyber, and human elements of each asset, system, network, or function under consideration. The compilation process relies on the substantial body of previous assessments that have been completed for natural disasters, industrial accidents, and other incidents. The inventory includes basic information on the relationships, dependencies, and interdependencies between various assets, systems, networks, and functions; on service providers, such as schools and businesses, that may be of relevance to more than one sector; and on the foreign assets, systems, networks, and functions on which U.S. CI/KR may rely. The inventory also includes a cyber data framework that is used to characterize each sector’s unique cyber assets, systems, networks, or functions.” (DHS, NIPP 2006, pp. 31-32)

**National Infrastructure Protection Plan:** “The National Infrastructure Protection Plan (NIPP) and supporting Sector-Specific Plans (SSPs) provide a coordinated approach to critical infrastructure and key resources (CI/KR) protection roles and responsibilities for federal, state, local, tribal, and private sector security partners. The NIPP sets national priorities, goals, and requirements for effective distribution of funding and resources which will help ensure that our government, economy, and public services continue in the event of a terrorist attack or other disaster. The plan is based on the following:

- Strong public-private partnerships which will foster relationships and facilitate coordination within and across CI/KR sectors.
- Robust multi-directional information sharing which will enhance the ability to assess risks, make prudent security investments, and take protective action.
- Risk management framework establishing processes for combining consequence, vulnerability, and threat information to produce a comprehensive, systematic, and rational assessment of national or sector risk.” (DHS, NIPP 2006)

**National Infrastructure Protection Plan:** “Protecting and ensuring the continuity of the critical infrastructure and key resources (CI/KR) of the United States is essential to the Nation’s
National Infrastructure Protection Plan Purpose: “The purpose of the NIPP is to “build a safer, more secure, and more resilient America by enhancing protection of the Nation’s CI/KR to prevent, deter, neutralize, or mitigate the effects of deliberate efforts by terrorists to destroy, incapacitate, or exploit them; and to strengthen national preparedness, timely response, and rapid recovery in the event of an attack, natural disaster, or other emergency.” (DHS, National Preparedness Guidelines, 2006, p. 14)

National Infrastructure Protection Plan (NIPP) Senior Leadership Council: “NIPP Senior Leadership Council: The NIPP Leadership Council will bring together the leadership of the federal agencies engaged in critical infrastructure protection, critical infrastructure owners and operators and Homeland Security Advisors to lead, integrate, and coordinate implementation and enhancement of the NIPP through the following activities: forging consensus on critical infrastructure protection actions, evaluating and promoting implementation of risk management-based infrastructure protection programs, information sharing, advancing collaboration within and across sectors, and evaluating and reporting on progress. The NIPP Senior Leadership Council is supported by the Cross-Government Coordinating Council and Cross-Sector Coordinating Council.” (DHS, ODP Information Bulletin, No. 172, June 01, 2005)

National Infrastructure Protection Program: “The National Infrastructure Protection Plan (NIPP) provides the unifying structure for the integration of critical infrastructure and key resources (CI/KR) protection into a single national program. The NIPP provides an overall framework for programs and activities that are currently underway in the various sectors, as well as new and developing CI/KR protection efforts. This collaborative effort between the private sector; State, Territorial, local, and tribal governments; nongovernmental organizations; and the Federal Government will result in the prioritization of protection initiatives and investments across sectors. It also will ensure that resources are applied where they offer the most benefit for mitigating risk by lowering vulnerabilities, deterring threats, and minimizing the consequences of terrorist attacks and other incidents.” (DHS, National Infrastructure Protection Plan (Letter of Agreement), June 30, 2006; and DHS, “Fact Sheet: National Infrastructure Protection Program Sector-Specific Plans,” May 21, 2007)

National Integration Center (NIC): “Homeland Security Presidential Directive-5 (HSPD-5) required the Secretary of Homeland Security to establish a mechanism for ensuring the ongoing management and maintenance of NIMS including regular consultation with other Federal departments and agencies, State, tribal, and local stakeholders, and with the private sector and NGOs. The NIC provides strategic direction, oversight, and coordination of NIMS and supports both routine maintenance and the continuous refinement of NIMS and its components. The NIC oversees and coordinates all aspects of NIMS, including the development of compliance criteria and implementation activities at Federal, State, tribal, and local levels. It provides guidance and support to jurisdictions and emergency management/response personnel and their affiliated..."
organizations as they adopt or, consistent with their status, are encouraged to adopt the system. The NIC also oversees and coordinates the publication of NIMS and its related products. This oversight includes the review and certification of training courses and exercise information.” (FEMA, NIMS (FEMA 501/Draft), 2007, p. 8)

**National Nuclear Security Administration (NNSA):** “Established by Congress in 2000, NNSA is a semi-autonomous agency within the U.S. Department of Energy responsible for enhancing national security through the military application of nuclear science. NNSA maintains and enhances the safety, security, reliability and performance of the U.S. nuclear weapons stockpile without nuclear testing; works to reduce global danger from weapons of mass destruction; provides the U.S. Navy with safe and effective nuclear propulsion; and responds to nuclear and radiological emergencies in the United States and abroad.” (DOE, About NNSA)

**National Oil and Hazardous Substances Pollution Contingency Plan (NCP):** “…40 C.F.R. § 300 (2006), provides for the coordinated and integrated response by the Federal Government, as well as State and local governments, to prevent, minimize, or mitigate a threat to public health or welfare posed by discharges of oil and releases of hazardous substances, pollutants, and contaminants.” (DHS, National Response Framework List of Authorities and References (Draft), September 10, 2007, p. 8)

**National Oil and Hazardous Substances Pollution Contingency Plan (NCP):** Commonly referred to as the National Contingency Plan, or NCP. “The first National Contingency Plan was developed and published in 1968 in response to a massive oil spill from the oil tanker Torrey Canyon off the coast of England the year before…. To avoid the problems faced by response officials involved in this incident, U.S. officials developed a coordinated approach to cope with potential spills in U.S. waters. The 1968 plan provided the first comprehensive system of accident reporting, spill containment, and cleanup, and established a response headquarters, a national reaction team, and regional reaction teams… Congress has broadened the scope of the National Contingency Plan over the years. As required by the Clean Water Act of 1972, the NCP was revised the following year to include a framework for responding to hazardous substance spills as well as oil discharges. Following the passage of Superfund legislation in 1980, the NCP was broadened to cover releases at hazardous waste sites requiring emergency removal actions. Over the years, additional revisions have been made to the NCP to keep pace with the enactment of legislation. The latest revisions to the NCP were finalized in 1994 to reflect the oil spill provisions of the Oil Pollution Act of 1990.” (EPA, Overview of the National Contingency Plan. March 6, 2006 update)

**National Operations Center (NOC):** “The DHS National Operations Center (NOC) is responsible for facilitating homeland security coordination across the Federal mission areas of prevention, protection, response and recovery. The NOC serves as the national fusion center, collecting and synthesizing all-source information to determine if there is a terrorist nexus. The NOC also shares all-threats and all-hazards information across the spectrum of homeland security partners. Federal departments and agencies should report information regarding actual or potential incidents requiring a coordinated Federal response to the NOC.” (DHS, NRF Comment Draft, 2007, p. 32)
National Operations Center: “National Operations Center is the principal operations center for the Department [DHS] and shall (1) provide situational awareness and a common operating picture for the entire Federal Government, and for State, local, and tribal governments as appropriate, in the event of a natural disaster, act of terrorism, or other man-made disaster; and (2) ensure that critical terrorism and disaster-related information reaches government decision-makers.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1409)


National Planning Scenarios: “While preparedness applies across the all-hazards spectrum, the 2002 National Strategy for Homeland Security attaches special emphasis to preparing for catastrophic threats with “the greatest risk of mass casualties, massive property loss, and immense social disruption.” To illustrate the potential scope, magnitude, and complexity of a range of major events, the Homeland Security Council—in partnership with the Department of Homeland Security (DHS), other Federal departments and agencies, and State, local, tribal, and territorial governments—developed the National Planning Scenarios. The 15 Scenarios include terrorist attacks, major disasters, and other emergencies…. Planners are not precluded from developing their own scenarios to supplement the National Planning Scenarios.” (DHS, National Preparedness Guidelines, Appendix B, 2007, p. 31)


<table>
<thead>
<tr>
<th>Threat Category</th>
<th>Scenario Description</th>
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<tbody>
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<td>Improvised Nuclear Devise</td>
<td>Aerosol Anthrax</td>
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<td>Toxic Industrial Chemicals</td>
<td>Blister Agent</td>
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<td>Radiological Dispersal Device</td>
<td>Nerve Agent</td>
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<td>Foreign Animal Disease</td>
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<td>Plague</td>
<td>Major Hurricane</td>
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<tr>
<td>Improvised Nuclear Devise</td>
<td>Pandemic Influenza</td>
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<tr>
<td>Chlorine Tank Explosion</td>
<td>Improvised Explosive Device</td>
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<tr>
<td>Foreign Animal Disease</td>
<td>Cyber attack</td>
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<tr>
<td>Plague</td>
<td>Major Earthquake</td>
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National Planning Scenarios: “The 15 National Planning Scenarios…collectively depict a diverse set of high-consequence threat scenarios regarding both potential terrorist attacks and natural disasters. Collectively, these scenarios are designed to focus contingency planning for homeland security preparedness work at all levels of government and with the private sector. The 15 scenarios form the basis for coordinated Federal planning, training and exercises.” (DHS, National Response Framework Comment Draft, 2007, p. 58)

National Planning Scenarios: “…the Federal planning structure calls for three types of plans for each of the 15 National Planning Scenarios: (1) a DHS Strategic Guidance Statement and Strategic Capabilities Plan that together define the broad national priorities and capabilities required to prevent, protect against, respond to and recover from domestic incidents; (2) a National-Level Interagency Concept Plan (CONPLAN) that integrates the operational activities of the Federal interagency into a single strategic scenario plan to achieve the objectives described
in the strategic guidance statement and strategic capabilities plan; and (3) Federal Department and Agency Operations Plans (OPLANs) developed by and for each Federal department or agency depicting specifically how the organization will fulfill the requirements of the pertinent CONPLAN.” (DHS, National Response Framework Comment Draft, 2007, p. 71)

National Planning Scenarios: “SEC. 645. NATIONAL PLANNING SCENARIOS. (a) IN GENERAL.—The Administrator, in coordination with the heads of appropriate Federal agencies and the National Advisory Council, may develop planning scenarios to reflect the relative risk requirements presented by all hazards, including natural disasters, acts of terrorism, and other man-made disasters, in order to provide the foundation for the flexible and adaptive development of target capabilities and the identification of target capability levels to meet the national preparedness goal. (b) DEVELOPMENT.—In developing, revising, and replacing national planning scenarios, the Administrator shall ensure that the scenarios— (1) reflect the relative risk of all hazards and illustrate the potential scope, magnitude, and complexity of a broad range of representative hazards; and (2) provide the minimum number of representative scenarios necessary to identify and define the tasks and target capabilities required to respond to all hazards.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1425)

National Preparedness: “National Preparedness involves a continuous cycle of activity to develop the elements (e.g., plans, procedures, policies, training, and equipment) necessary to maximize the capability to prevent, protect against, respond to, and recover from domestic incidents, especially major events that require coordination among an appropriate combination of Federal, State, local, tribal, private sector, and non-governmental entities, in order to minimize the impact on lives, property, and the economy.” (DHS, Interim National Preparedness Goal -- Homeland Security Presidential Directive 8: “National Preparedness.” March 2005)

National Preparedness Goal: “A requirement of HSPD-8 to define “standards for preparedness assessments and strategies, and a system for assessing the Nation’s overall preparedness to respond to major events, especially those involving acts of terrorism.” The Goal establishes measurable priorities, targets, and a common approach to developing needed capabilities. The Goal includes seven priorities for national preparedness: two overarching priorities and five priorities to build specific capabilities.

The overarching priorities of the National Preparedness Goal are to:

- Implement the National Incident Management System and National Response Plan
- Expand regional collaboration, and
- Implement the Interim National Infrastructure Protection Plan.

The priorities for specific capabilities are to:

- Strengthen information sharing and collaboration capabilities;
- Strengthen interoperable communications capabilities;
Strengthen chemical, biological, radiation, nuclear, and explosive weapons (CBRNE) detection, response, and decontamination capabilities; and

Strengthen medical surge and mass prophylaxis capabilities.”  (HSC, NCPIP, 2007, 66)

**National Preparedness Goal Vision:** “To engage Federal, State, local, and tribal entities, their private and non-governmental partners, and the general public to achieve and sustain risk-based target levels of capability to prevent, protect against, respond to, and recover from major events in order to minimize the impact on lives, property, and the economy.”  (DHS, Fiscal Year 2006 Homeland Security Grant Program: Application Kit and Program Guidance, 5Oct2005, p. 1)

**National Preparedness Guidelines:** “The National Preparedness Guidelines (Guidelines) are formally established upon issuance and supersede the Interim National Preparedness Goal issued on March 31, 2005. The Guidelines provide an overarching vision, tools, and priorities to shape national preparedness. The Guidelines do not include an implementation plan; implementation will occur over time through a wide range of Federal, State, local, tribal, and territorial preparedness programs and activities. For example, Federal program offices will develop detailed plans that describe how their programs support Guidelines implementation in consultation with their stakeholders. Those details must be reflected in annual program guidance, in the form of measurable objectives and requirements. DHS will monitor those efforts and advise program offices and DHS leadership on progress and opportunities to improve synchronization. Implementation and feedback will inform future refinement of the Guidelines.”  (DHS, National Preparedness Guidelines, Appendix A, Letter of Instruction, p. 25)

**National Preparedness Guidelines, Four Critical Elements:** “The National Preparedness Guidelines package…is comprised of four critical elements:

- The **National Preparedness Vision**, which provides a concise statement of the core preparedness goal for the nation.

- The **15 National Planning Scenarios**, which collectively depict a diverse set of high-consequence threat scenarios regarding both potential terrorist attacks and natural disasters. Collectively, these scenarios are designed to focus contingency planning for homeland security preparedness work at all levels of government and with the private sector. The 15 scenarios form the basis for coordinated Federal planning, training and exercises.

- The **Universal Task List**, which is a menu of some 1,600 unique tasks that can facilitate efforts to prevent, protect against, respond to and recover from the major events that are represented by the National Planning Scenarios. It presents a common vocabulary and identifies key tasks that support development of essential capabilities among organizations at all levels. Of course, no entity will perform every task. Instead, this task list was used to assist in creating the Target Capabilities List. It is included in the Guidelines package as a reference for interested jurisdictions.
• The Target Capabilities List, which defines 37 specific capabilities that communities, the private sector and all levels of government should possess in order to respond effectively to disasters.” (DHS, NRF Comment Draft, 2007, p. 68)

National Preparedness Guidelines, Lead Agency Implementation Requirements: “The National Preparedness Guidelines (Guidelines) are formally established upon issuance and supersede the Interim National Preparedness Goal issued on March 31, 2005. The Guidelines provide an overarching vision, tools, and priorities to shape national preparedness. The Guidelines do not include an implementation plan; implementation will occur over time through a wide range of Federal, State, local, tribal, and territorial preparedness programs and activities. For example, Federal program offices will develop detailed plans that describe how their programs support Guidelines implementation in consultation with their stakeholders. Those details must be reflected in annual program guidance, in the form of measurable objectives and requirements. DHS will monitor those efforts and advise program offices and DHS leadership on progress and opportunities to improve synchronization. Implementation and feedback will inform future refinement of the Guidelines.” (DHS, National Preparedness Guidelines, Appendix A, Letter of Instruction, 2007, pp. 25-26)

National Preparedness Guidelines, Purposes:
• “Organize and synchronize national (including Federal, State, local, tribal, and territorial) efforts to strengthen national preparedness;
• Guide national investments in national preparedness;
• Incorporate lessons learned from past disasters into national preparedness priorities;
• Facilitate a capability-based and risk-based investment planning process; and
• Establish readiness metrics to measure progress and a system for assessing the Nation’s overall preparedness capability to respond to major events, especially those involving acts of terrorism. (DHS, National Preparedness Guidelines, September 13, 2007, p.1)

National Preparedness Guidelines Vision: “The vision for the National Preparedness Guidelines is:

A NATION PREPARED with coordinated capabilities to prevent, protect against, respond to, and recover from all hazards in a way that balances risk with resources and need.

This vision is far-reaching. It recognizes that preparedness requires a coordinated national effort involving every level of government, as well as the private sector, nongovernmental organizations, and individual citizens. It addresses capabilities-based preparedness for the full range of homeland security missions, from prevention through recovery. States, communities, and the Federal Government have worked together for decades to manage natural disasters and technological emergencies, particularly with regard to response and recovery. However, they have far less experience with terrorist attacks, particularly with regard to prevention and protection. The Guidelines address all hazards and place heavy emphasis on events at the catastrophic end of the risk continuum, especially terrorist attacks, which would require rapid
and coordinated national action. The vision acknowledges that the Nation cannot achieve total preparedness for every possible contingency and that no two jurisdictions possess identical capability needs. We must weigh the relative risk of catastrophic events when determining the resources available to address each contingency and the unique needs of each community, determine how to best address needs in light of the risks, and thereby achieve optimal and reasonable levels of preparedness.” (DHS, National Preparedness Guidelines, September 13, 2007, p.1-2)

**National Preparedness Integration Program (NPIP):** “Through the NPIP, FEMA will integrate and synchronize strategic tools, including the National Incident Management System, National Response Plan, National Infrastructure Plan and the National Preparedness Goal into a national operational capability. The NPIP will ensure development of preparedness processes that foster harmonized day-to-day routine interaction of disciplines, organizations, levels of government and our citizens. NPIP’s capability requires partnerships at the headquarters level, among those in the field and on the front line.” (FEMA, Vision for New FEMA, 12Dec06, p. 24)

**National Preparedness Network (PREPnet):** “The Preparedness Network (PREPnet) is a satellite-based distance learning system used by…[FEMA/National Emergency Training Center] to bring interactive training programs into virtually any community nationwide.” (FEMA, About the National Preparedness Network)

**National Preparedness Priorities and Associated Capabilities:**

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<tr>
<th>National Priority</th>
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<td>Expand Regional Collaboration</td>
<td>Multiple capabilities</td>
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<tr>
<td>Implement the National Incident Management System</td>
<td>Multiple capabilities</td>
</tr>
<tr>
<td>System and National Response Plan</td>
<td>Multiple capabilities</td>
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<tr>
<td>Implement the National Infrastructure Protection Plan</td>
<td>Multiple capabilities</td>
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| Strengthen Information Sharing and Collaboration Capabilities | Intelligence/Information Sharing and Dissemination  
Counter-Terror Investigations and Law Enforcement     |
| Strengthen Interoperable and Operable Communications Capabilities | Communications Emergency Public  
Information and Warning  |
| Strengthen CBRNE Detection, Response, and Decontamination Capabilities | CBRNE Detection  
Explosive Device Response Operations  
WMD/Hazardous Materials Response and Decontamination |
| Strengthen Medical Surge and Mass Prophylaxis Capabilities | Medical Surge  
Mass Prophylaxis                                                                                                                                     |
| Strengthen Planning and Citizen Preparedness Capabilities | Planning  
Citizen Evacuation and Shelter-in-Place  
Mass Care (Sheltering, Feeding, and Related Services)                                                      |
Community Preparedness and Participation


**National Preparedness System:** “The National Preparedness System provides a way to organize preparedness activities and programs pursuant to the *National Preparedness Guidelines*…The desired end-state of our National Preparedness System is to achieve and sustain coordinated capabilities to prevent, protect against, respond to, and recover from all hazards in a way that balances risk with resources…. The National Preparedness System provides opportunities for all levels of government, the private sector, nongovernmental organizations, and individual citizens to work together to achieve priorities and capabilities outlined in the *Guidelines.*” (DHS, *National Preparedness Guidelines*, 2007, p.22)

**National Preparedness System:** “DHS will coordinate the establishment of a national-level structure and process for the ongoing management and maintenance of the *Guidelines*. This will be closely coordinated with similar structures and processes for the NIMS, NRP, NIPP, and other elements of the National Preparedness System in order to help ensure national policy and planning for operations and preparedness are mutually supportive.

DHS is committed to working with its homeland security partners in updating and maintaining the *Guidelines* and related documents as part of a unified National Preparedness System, which will help ensure coordinated strategies, plans, procedures, policies, training, and capabilities at all levels of government. Implementation of the National Preparedness System is well under way. It is building on assessments of risk, development of management policies and strategies, identification of specific missions and supporting tasks in comprehensive plans, and matching of capabilities against requirements to execute these policies, strategies, and plans. Federal, State, local, tribal, and territorial governments will participate in assessments of readiness on a regular basis. The National Preparedness System will emphasize feedback and periodic reassessment to ensure the current state of preparedness is based on readiness metrics and is used as the basis for policy and programmatic decisions.” (DHS, *National Preparedness Guidelines*, 2007, p.23)

**National Preparedness System:** “The President, acting through the [FEMA] Administrator, shall develop a national preparedness system to enable the Nation to meet the national preparedness goal. (b) COMPONENTS.—The national preparedness system shall include the following components: (1) Target capabilities and preparedness priorities. (2) Equipment and training standards. (3) Training and exercises. (4) Comprehensive assessment system. (5) Remedial action management program. (6) Federal response capability inventory. (7) Reporting requirements. (8) Federal preparedness.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1425)

**National Processing Services Center (NPSC):** “The National Processing Services Center (NPSC) is responsible for processing registrations for assistance that have been filed by individuals affected by a disaster. This includes:
• Gathering and reviewing information in order to consider the eligibility of applicants who have been referred to the Disaster Housing Assistance program.

• Responding to the questions, concerns, and issues of those who have been referred to the Disaster Housing Assistance program.

• Maintaining records for individuals who have been referred to the SBA.

• Maintaining records for applicants who have been referred to the Individual and Households Program along with various other Federal, State, local, and voluntary agencies engaged in providing assistance to those individuals affected by a disaster. (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. A-8, Glossary)

National Response Center (NRC): “A national communications center for activities related to oil and hazardous substance response actions. The NRC, located at DHS/USCG Headquarters in Washington, DC, receives and relays notices of oil and hazardous substances releases to the appropriate Federal OSC.” (USCG, IM Handbook, 2006, Glossary 25-17)

National Response Coordination Center (NRCC): FEMA Headquarters Emergency Operations Center. “The NRCC, a component of the NOC, is FEMA’s primary operations management center for most, but not all, national incident response and recovery incidents, as well as the focal point for national resource coordination. As a 24/7 operations center, the NRCC monitors potential or developing incidents and supports the efforts of regional and field components. The NRCC has well-tested capabilities within DHS to connect directly by video teleconference to all State EOCs and to FEMA regional emergency response support structures. The NRCC also has the capacity to surge staffing immediately in anticipation of or in response to a national incident by activating the full range of ESF teams and other personnel as needed to provide resources and policy guidance to a JFO or other local incident management structures, as needed for incident response. The NRCC provides overall incident management coordination, conducts operational planning, deploys national-level entities and collects and disseminates incident information as it builds and maintains a common operating picture.” (DHS, NRF Comment Draft, 2007, p. 54)

National Response Framework (NRF): “The purpose of the National Response Framework is to establish a comprehensive, national, all-hazards approach to domestic incident response. The Framework presents an overview of key response principles, roles and structures that guide the national response. It describes how communities, States, the Federal Government and private-sector and nongovernmental partners apply these principles for a coordinated, effective national response. And, it describes special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a State would require significant support. Its real value, however, is in how these elements come together and are implemented by first responders, decision-makers and supporting entities to provide a unified national response…..

The Framework is written for senior elected and appointed leaders, such as Federal agency heads, State Governors, tribal leaders, mayors or city managers – those who have a responsibility
to provide for effective incident management. At the same time, it informs emergency management practitioners, explaining the operating structures and tools used routinely by first responders and emergency managers at all levels of government. The Framework document is richly augmented with online access to supporting documents, further training and a source for exchanging lessons learned.” (DHS, *Introducing the NRP*, 2007, p. 2)

**National Response Framework (NRF):** “Decentralization, disciplined initiative and freedom of action are the greatest strengths of our National Response Framework.” (DHS, NRF *Comment Draft*, 2007, p. 67)


**National Response Framework (NRF):** “Ultimately, our National Response Framework must help us strengthen the foundation for an effective national response, rapidly assess emerging incidents, take initial actions, expand operations as needed, and commence recovery actions to stabilize the area. This framework must be clearly written, easy to understand, and designed to be truly national in scope, meeting the needs of State, local, and Tribal governments and the private and non-profit sectors, as well as the Federal Government.” (White House, *National Strategy for Homeland Security*, Homeland Security Council, October 2007, p. 31)

**National Response Framework (NRF) Advance Readiness Activities:** “There are times when we are able to anticipate impending or emergent events that will require a national response, such as an upcoming hurricane season, a potential pandemic, or a period of heightened terrorist threat. We must capitalize on this critical window of opportunity to increase readiness activities. For example, we can pre-identify needs and fill gaps in our current capabilities or resources that will be required to address the specific nature of the forthcoming incident. We also will pre-position commodities such as water, ice, emergency meals, tarps, and other disaster supplies so they will be readily available for use. Additional advance readiness activities include establishing contracts with the private sector prior to an incident and developing pre-negotiated agreements with Federal departments and agencies to ensure that appropriate Federal resources are available during a crisis.” (White House, *National Strategy for Homeland Security*, Homeland Security Council, October 2007, p. 34)

**National Response Framework (NRF) Catastrophic Incident Annex Purpose and Scope:** “Purpose: The Catastrophic Incident Annex to the National Response Framework (NRF-CIA) establishes the context and overarching strategy for implementing and coordinating an accelerated, proactive national response to a catastrophic incident. A more detailed and operationally specific National Response Framework Catastrophic Incident Supplement (NRF-CIS) is published independently of the NRF and annexes.

Scope.... Recognizing that Federal and/or national resources are required to augment overwhelmed State, tribal, and local response efforts, the NRF-CIA establishes protocols to preidentify and rapidly deploy key essential resources (e.g., medical teams, urban search and rescue teams, transportable shelters, medical and equipment caches, etc.) that are expected to be urgently needed/required to save lives and contain incidents. Accordingly, upon designation by
the Secretary of Homeland Security of a catastrophic incident, Federal resources, organized into incident-specific “packages,” deploy in accordance with the NRF-CIS and in coordination with the affected State and incident command structure.

Where State, tribal, or local authorities are unable to establish or maintain an effective incident command structure due to catastrophic conditions, the Federal Government, at the direction of the Secretary of Homeland Security may establish a unified command structure to save lives, protect property, secure critical infrastructure/key resources, contain the event, and protect national security. The Federal Government shall transition to its normal role supporting incident command through State, tribal, or local authorities when their command is reestablished.” (DHS, National Response Framework, Catastrophic Incident Annex, Sep.10, 2007 Draft, p. 1)

**National Response Framework (NRF) Doctrine:** “Incidents that begin with a single response discipline within one jurisdiction may quickly expand to multi-disciplinary, multi-jurisdictional incidents that require additional resources and capabilities. In order to ensure high-level organization and efficiency among multiple actors in these challenging and complex environments, the response community must rely on fundamental principles that guide the full range of response activities. NIMS forms the backbone of this doctrine and includes, among other things, an Incident Command System as the overall management structure for responding to an incident as well as the concept of Unified Command, which provides for and enables joint decisions and action based on mutually agreed-upon objectives, priorities, and plans among all homeland partners involved in the response effort without affecting individual agency authority, responsibility, or accountability. We will continue to expand and refine the full set of fundamental doctrinal principles underlying our National Response Framework. For example, we will incorporate and further emphasize the concept of readiness to act that is imperative for no-notice incidents as well as incidents that have the potential to expand rapidly in size, scope, or complexity. Through the framework, we will encourage engaged partnerships in which all organizations establish shared objectives, assess their capabilities, identify gaps, and work collaboratively to fill those gaps well in advance of an incident. We also will underscore that our national response must be scalable, flexible, and adaptable to respond to the full range of potential incidents that our Nation could confront.” (White House, National Strategy for Homeland Security, October 2007, pp. 32-33)

**National Response Framework (NRF) Key Principles:** “Key Principles of the Framework

1. Engaged partnership
2. Tiered response
3. Scalable, flexible and adaptable operational capabilities
4. Unity of effort through unified command

**National Response Framework Purpose:** “The purpose of the National Response Framework is to establish a comprehensive, national, all-hazards approach to domestic incident response.

The Framework presents an overview of key response principles, roles and structures that guide the national response. It describes how communities, States, the Federal Government and private-sector and nongovernmental partners apply these principles for a coordinated, effective
national response. And, it describes special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a State would require significant support. Its real value, however, is in how these elements come together and are implemented by first responders, decision-makers and supporting entities to provide a unified national response.” (DHS, Introducing...NRP, September 2007, p. 2)

National Response Framework (NRF) Special Circumstances: “There are special circumstances where the Federal Government exercises a larger, more proactive role [in disaster response]. This includes catastrophic incidents when local and State governments require significant support, and incidents where Federal interests are directly implicated, such as those involving primary Federal jurisdiction or authorities. For example, the Federal Government will lead response efforts to render safe weapons of mass destruction and coordinate related activities with State and local partners, as appropriate.” (White House, National Strategy for Homeland Security, October 2007, p. 33)

National Response Plan (NRP): “Homeland Security Presidential Directive (HSPD)-5, Management of Domestic Incidents, requires the creation of a National Response Plan (NRP) to integrate Federal Government prevention, preparedness, response, recovery and mitigation plans into one all-discipline, all-hazard approach to domestic incident management. The NRP, using the National Incident Management System (NIMS), is intended to provide the core organizational structure and operational mechanisms for Federal support to State and local authorities, implementation of direct Federal incident management authorities and responsibilities under the law, and full coordination of resources among Federal departments and agencies. This plan was developed through an inclusive interagency, inter-jurisdictional process incorporating the expertise and recommendations of Federal, State, local, tribal, and private sector stakeholders.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 1, Secretary of Homeland Security Tom Ridge Transmittal Letter)

National Response Plan (NRP): “The NRP supercedes the Federal Response Plan (FRP), United States Government Interagency Domestic Terrorism Concept of Operations Plan (CONPLAN), and the Initial National Response Plan (INRP). The NRP, as the core plan for national incident management, is linked to an array of incident or hazard-specific Federal contingency plans, such as National Oil and Hazardous Substances Pollution Contingency Plan (NCP) and Federal Radiological Emergency Response Plan (FRERP) that are designed to implement the specific statutory authorities and responsibilities of various departments and agencies. These plans establish protocols for the management of hazard-specific contingencies and provide the vital mechanisms for managing thousands of incidents annually. The plans are fully incorporated as key components of the NRP when implemented for incidents of national significance.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 2)

National Response Plan (NRP): “The NRP establishes a national framework for domestic incident management and applies to Incidents of National Significance. Federal, State, local, and tribal agencies respond to the vast majority of incidents acting under their authorities or through existing agency or interagency contingency plans.” (DHS, National Response Plan (Draft #1), February 25, 2004, pp. 3-4)
**National Response Plan (NRP):** “Domestic incident management activities addressed in the NRP span the event including prevention, preparedness, response, recovery, and mitigation. As shown in Figure 2, an incident typically begins with notification of a potential or actual situation setting in motion mechanisms to activate and deploy resources to interdict and prevent the incident from happening, to mitigate its effects, and to respond and recover from the impacts of the incident.” (DHS, *National Response Plan* (Draft #1), February 25, 2004, p. 15)

**National Response Plan (NRP):** “A document that describes the structure and processes comprising a national approach to domestic incident management designed to integrate the efforts and resources of Federal, State, local, tribal, private-sector, and nongovernmental organizations.” (USCG, *IM Handbook*, 2006, Glossary 25-17)

**National Response Plan (NRP) Purpose:** “The purpose of the NRP is to establish a comprehensive, national, all-hazards approach to domestic incident management across a spectrum of activities including prevention, preparedness, response, and recovery.

The NRP incorporates best practices and procedures from various incident management disciplines—homeland security, emergency management, law enforcement, firefighting, hazardous materials response, public works, public health, emergency medical services, and responder and recovery worker health and safety—and integrates them into a unified coordinating structure.” (DHS, *National Response Plan*, 2004, p. 2P)

**National Response System (NRS):** “Our National Response System routinely and effectively responds to a wide range of oil and hazardous substance releases. It is a multi-layered system of individuals and teams from local, state, and federal agencies, industry, and other organizations that share expertise and resources to ensure that oil spill control and cleanup activities are timely and efficient, and that they minimize threats to human health and the environment.

At the heart of the system is the National Contingency Plan (NCP)...a regulation developed to ensure that the resources and expertise of the federal government are available immediately for oil or hazardous substance releases that are beyond the capabilities of local and state responders. The NCP provides the framework for the National Response System and establishes how it works.” (EPA, *National Response System*, September 17, 2007)

**National Response Team (NRT):** “The NRT, comprised of the 16 Federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating Federal agency activities under the NCP. The NRT carries out national planning and response coordination and is the head of a highly organized Federal oil and hazardous substance emergency response network. EPA serves as the NRT Chair, and DHS/USCG serves as Vice Chair.” (USCG, *IM Handbook*, 2006, Glossary 25-17)

**National Search and Rescue Plan (NSP):** “Objectives:

a. Provide a United States Plan for coordinating civil SAR services to meet domestic needs, international commitments, and to document related national policies;
b. Support lifesaving provisions of IMO’s International Convention on Maritime Search and Rescue, ICAO’s Convention on International Civil Aviation (Annex 12), certain international agreements to which the United States is Party, and similar international instruments;

c. Provide an overall Plan for coordination of civil SAR operations, effective use of available resources, mutual assistance, and efforts to improve such cooperation and services;

d. Integrate available civil SAR resources into a cooperative network for greater protection of life and property and to ensure greater efficiency and economy; and

e. Enable the United States to satisfy its humanitarian, and national and international legal obligations.”  (National Search and Rescue Committee (US GOV). National Search and Rescue Plan of the United States, 2007, p. 3)

“This Plan does not cover operations such as:

a. Air ambulance services which did not result from a rescue or recovery operation;
b. Rescues from space (although rescue of persons returned from space can be included);
c. Military operations, such as combat SAR or other types of recovery by military operations to remove military or civilian personnel from harm’s way;
d. Salvage operations;
e. Assistance in cases of civil disturbance, insurrection or other emergencies which endanger life or property or disrupt the usual process of government; and
f. Operations and coordination in addition to those covered by this Plan that might be carried out concurrently with civil SAR operations on scene, such as could occur during a disaster or terrorism response situation, or an Incident of National Significance.”  (National Search and Rescue Committee (US GOV). National SAR Plan of the US, 2007, p. 11)

National Search and Rescue Committee (NSARC): “The interagency Committee that oversees the NSP and serves as a federal coordinating forum for national civil SAR matters.” (National Search and Rescue Committee, National Search & Rescue Plan of the US, 2007, 2)

National Security and Homeland Security Strategy: “The National Security Strategy of the United States aims to guarantee the sovereignty and independence of the United States, with our fundamental values and institutions intact. It provides a framework for creating and seizing opportunities that strengthen our security and prosperity.

The National Strategy for Homeland Security complements the National Security Strategy of the United States by addressing a very specific and uniquely challenging threat – terrorism in the United States – and by providing a comprehensive framework for organizing the efforts of federal, state, local and private organizations whose primary functions are often unrelated to national security.”  (White House, National Strategy for Homeland Security, July 2002, p. 5)

National Security and Homeland Security Strategy: Our understanding of homeland security continued to evolve after September 11, adapting to new realities and threats. As we waged the War on Terror both at home and abroad, our Nation endured Hurricane Katrina, the most
destructive natural disaster in U.S. history. The human suffering and staggering physical
destruction caused by Katrina were a reminder that threats come not only from terrorism, but
also from nature. Indeed, certain non-terrorist events that reach catastrophic levels can have
significant implications for homeland security. The resulting national consequences and possible
cascading effects from these events might present potential or perceived vulnerabilities that
could be exploited, possibly eroding citizens’ confidence in our Nation’s government and
ultimately increasing our vulnerability to attack. This Strategy therefore recognizes that effective
preparation for catastrophic natural disasters and man-made disasters, while not homeland
security per se, can nevertheless increase the security of the Homeland. (White House, National

National Security and Natural Disasters: “Natural disasters are not national security issues.
The new strategy [NSHS 2007] places undue emphasis on responding to natural disasters. The
federal government does have responsibilities in this area, and use of homeland security
instruments like the Coast Guard and the National Guard is appropriate in disaster response
efforts. However, hurricanes are not national security threats. Treating them as such threatens to
cede greater power and authority to the executive branch. The expanded emphasis on natural
disasters in the revised strategy was a knee-jerk reaction to criticism over the response to Katrina
rather than a necessary change in strategic focus. The original homeland security strategy
stressed that national disaster systems should be structured to respond to “all hazards,” both
natural and manmade. That strategic guidance was sufficient.” (Carafano, 10 Oct. 2007, p. 1)

[BWB Note: The words “Disaster,” “Natural,” and “Catastrophe” do not appear in The National
Security Strategy of the United States.]

National Security Emergency: “Any occurrence, including natural disaster, military attack,
technological emergency, or other emergency, that seriously degrades or seriously threatens the
national security of the United States.” (FEMA, Disaster Dictionary 2001, 84; cites Executive
Order 12656)

National Security Professional Development: “By the authority vested in me as President by
the Constitution and the laws of the United States of America, and in order to enhance the
national security, it is hereby ordered as follows: Section 1. Policy. In order to enhance the
national security of the United States, including preventing, protecting against, responding to,
and recovering from natural and manmade disasters, such as acts of terrorism, it is the policy of
the United States to promote the education, training, and experience of current and future
professionals in national security positions (security professionals) in executive departments and
agencies (agencies).” (White House, Executive Order 13434: National Security Professional
Development, May 17, 2007)

National Security Strategy of the United States: “The U.S. national security strategy will be
based on a distinctly American internationalism that reflects the union of our values and our
national interests. The aim of this strategy is to help make the world not just safer but better. Our
goals on the path to progress are clear: political and economic freedom, peaceful relations with
other states, and respect for human dignity…. To achieve these goals, the United States will:

- champion aspirations for human dignity;
strengthen alliances to defeat global terrorism and work to prevent attacks against us and our friends;
work with others to defuse regional conflicts;
prevent our enemies from threatening us, our allies, and our friends, with weapons of mass destruction;
ignite a new era of global economic growth through free markets and free trade;
expand the circle of development by opening societies and building the infrastructure of democracy;
develop agendas for cooperative action with other main centers of global power; and
transform America’s national security institutions to meet the challenges and opportunities of the twenty-first century.” (White House, The National Security Strategy of the United States of America, September 2002, pp. 7-8)

National Security Strategy of the United States: “Our national security strategy is founded upon two pillars:

The first pillar is promoting freedom, justice, and human dignity – working to end tyranny, to promote effective democracies, and to extend prosperity through free and fair trade and wise development policies. Free governments are accountable to their people, govern their territory effectively, and pursue economic and political policies that benefit their citizens. Free governments do not oppress their people or attack other free nations. Peace and international stability are most reliably built on a foundation of freedom.

The second pillar of our strategy is confronting the challenges of our time by leading a growing community of democracies. Many of the problems we face – from the threat of pandemic disease, to proliferation of weapons of mass destruction, to terrorism, to human trafficking, to natural disasters – reach across borders. Effective multinational efforts are essential to solve these problems. Yet history has shown that only when we do our part will others do theirs. America must continue to lead. (President George W. Bush, Introduction, The National Security Strategy of the United States of America, White House: March 2006)

National Security Telecommunications Advisory Committee (NSTAC): “The NSTAC provides industry-based advice and expertise to the President on issues and problems related to implementing National Security and Emergency Preparedness (NS/EP) communications policy. The NSTAC is comprised of up to 30 industry chief executives representing the major communications and network service providers and information technology, finance, and aerospace companies. It was created under Executive Order 12382.” (DHS, NIPP, 2006, p. 28).

National Shelter System: “The National Shelter System (NSS) is a comprehensive database that provides relevant information for all shelters operated and reported through the NSS during response to disasters and emergencies. The information in the NSS is provided by the State, tribal, local, and nongovernmental entities that are operating these shelters.” (DHS, National Response Framework Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex (Comment Draft), September 10, 2007, p. 6)
**National Special Security Event (NSSE):** “When an event is designated a National Special Security Event, the Secret Service assumes its mandated role as the lead federal agency for the design and implementation of the operational security plan and Federal resources are deployed to maintain the level of security needed for the event and the area. The goal of such an operation is to prevent terrorist attacks and criminal acts…. A number of factors are taken into consideration when designating an event as a National Special Security Event including a few outlined below:

1. Anticipated attendance by dignitaries - Events which are attended by officials of the United States Government and/or foreign dignitaries also may create an independent federal interest in ensuring that the event transpires without incident and that sufficient resources are brought to bear in the event of an incident.

2. Size of the event - A large number of attendees and participants generally increases the security requirements. In addition, larger events are more likely to draw the attention of terrorists or other criminals, particularly those interested in employing weapons of mass destruction.

3. Significance of the event - Some events have historical, political and/or symbolic significance that may heighten concern about possible terrorist acts or other criminal activity. (DHS, *National Special Security Events Fact Sheet*, July 9, 2003)

**National Special Security Event (NSSE):** “A designated event that, by virtue of it’s political, economic, social, or religious significance, may be the target of terrorism or other criminal activity.” (USCG, *IM Handbook*, 2006, Glossary 25-17)

**National Strategy for Combating Terrorism:** “As laid out in this strategy, to win the War on Terror, we will:
Advance effective democracies as the long–term antidote to the ideology of terrorism;
Prevent attacks by terrorist networks;
Deny terrorists the support and sanctuary of rogue states;
Deny weapons of mass destruction to rogue states and terrorist allies who seek to use them;
Deny terrorists control of any nation they would use as a base and launching pad for terror; and
Lay the foundations and build the institutions and structures we need to carry the fight forward against terror and help ensure our ultimate success.” (White House, *National Strategy for Combating Terrorism*, 2006, p. 1)

**National Strategy for Homeland Security (2002):** “The National Strategy for Homeland Security… creates a comprehensive plan…to enhance our protection and reduce our vulnerability to terrorist attacks…. The strategic objectives of homeland security in order of priority are to:
• Prevent terrorist attacks within the United States;
• Reduce America’s vulnerability to terrorism; and

intelligence and warning,
border and transportation security,
domestic counterterrorism,
protecting critical infrastructure,
defending against catastrophic terrorism, and
emergency preparedness and response.

The first three mission areas focus primarily on preventing terrorist attacks; the next two on reducing our Nation’s vulnerabilities; and the final one on minimizing the damage and recovering from attacks that do occur. The Strategy provides a framework to align the resources of the federal budget directly to the task of securing the homeland.”  (White House, National Strategy for Homeland Security, 2002, pp. viii)

National Strategy for Homeland Security (Emergency Preparedness and Support) 2002:
The National Strategy for Homeland Security identifies twelve major initiatives in [Emergency Preparedness and Support]:
• Integrate separate federal response plans into a single all-discipline incident management plan;
• Create a national incident management system;
• Improve tactical counterterrorism capabilities;
• Enable seamless communication among all responders;
• Prepare health care providers for catastrophic terrorism;
• Augment America’s pharmaceutical and vaccine stockpiles;
• Prepare for chemical, biological, radiological, and nuclear decontamination;
• Plan for military support to civil authorities;
• Build the Citizen Corps;
• Implement the First Responder Initiative of the Fiscal Year 2003 Budget;
• Build a national training and evaluation system; and
• Enhance the victim support system.”  (White House, National Strategy for HS, 2002, p. x.)

National Strategy for Homeland Security -- Goal (2007): “The United States, through a concerted national effort that galvanizes the strengths and capabilities of Federal, State, local, and Tribal governments; the private and non-profit sectors; and regions, communities, and individual citizens – along with our partners in the international community – will work to achieve a secure Homeland that sustains our way of life as a free, prosperous, and welcoming America.

In order to realize this vision, the United States will use all instruments of national power and influence – diplomatic, information, military, economic, financial, intelligence, and law enforcement – to achieve our goals to prevent and disrupt terrorist attacks; protect the American people, critical infrastructure, and key resources; and respond to and recover from incidents that do occur. We also will continue to create, strengthen, and transform the principles, systems, structures, and institutions we need to secure our Nation over the long term. This is our strategy for homeland security.”  (White House, National Strategy for Homeland Security, 2007, page 13)
National Strategy for Homeland Security -- Purpose (2007): “The purpose of our Strategy is to guide, organize, and unify our Nation’s homeland security efforts. It provides a common framework by which our entire Nation should focus its efforts on the following four goals:

- Prevent and disrupt terrorist attacks;
- Protect the American people, our critical infrastructure, and key resources;
- Respond to and recover from incidents that do occur; and
- Continue to strengthen the foundation to ensure our long-term success.

While the first three goals help to organize our national efforts, the last goal entails creating and transforming our homeland security principles, systems, structures, and institutions. This includes applying a comprehensive approach to risk management, building a culture of preparedness, developing a comprehensive Homeland Security Management System, improving incident management, better utilizing science and technology, and leveraging all instruments of national power and influence.” (White House, National Strategy for Homeland Security, 2007, p. 1)


National Strategy for Information Sharing: “Improving information sharing in the post–September 11 world requires an environment that supports the sharing of information across all levels of government, disciplines, and security domains. As with our achievements to date, an improved information sharing environment will not be constructed overnight, but rather will evolve over time and will be the fruit of careful cultivation. An improved information sharing environment also will be constructed upon a foundation of trusted partnerships among all levels of government, the private sector, and our foreign allies—partnerships based on a shared commitment to detect, prevent, disrupt, preempt, and mitigate the effects of terrorism. This Strategy sets forth the Administration’s vision of what improvements are needed and how they can be achieved.

The Strategy was developed with the understanding that homeland security information, terrorism information, and law enforcement information related to terrorism can come from multiple sources, all levels of government, as well as from private sector organizations and foreign sources. Federal, State, local, and tribal government organizations use such information for multiple purposes. In addition to traditional law enforcement uses, such information is used to (1) support efforts to prevent terrorist attacks, (2) develop critical infrastructure protection and resilience plans, (3) prioritize emergency management, response, and recovery planning activities, (4) devise training and exercise programs, and (5) determine the allocation of funding and other resources for homeland security-related purposes.” (White House, National Strategy for Information Sharing, October 2007, p. 1)
National Strategy for Information Sharing, Core Principles and Understandings: “The Strategy is founded on the following core principles and understandings:

- Effective information sharing comes through strong partnerships among Federal, State, local, and tribal authorities, private sector organizations, and our foreign partners and allies;
- Information acquired for one purpose, or under one set of authorities, might provide unique insights when combined, in accordance with applicable law, with unrelated information from other sources, and therefore we must foster a culture of awareness in which people at all levels of government remain cognizant of the functions and needs of others and use knowledge and information from all sources to support counterterrorism efforts;
- Information sharing must be woven into all aspects of counterterrorism activity, including preventive and protective actions, actionable responses, criminal and counterterrorism investigative activities, event preparedness, and response to and recovery from catastrophic events;
- The procedures, processes, and systems that support information sharing must draw upon and integrate existing technical capabilities and must respect established authorities and responsibilities; and
- State and major urban area fusion centers represent a valuable information sharing resource and should be incorporated into the national information sharing framework, which will require that fusion centers achieve a baseline level of capability to gather, process, share, and utilize information and operate in a manner that respects individuals’ privacy rights and other legal rights protected by U.S. laws.” (White House, National Strategy for Information Sharing, 2007, pp. 2-3)

National Strategy for Information Sharing, Foundational Elements: “This Strategy is focused on improving the sharing of homeland security, terrorism, and law enforcement information related to terrorism within and among all levels of governments and the private sector.

- Information Sharing at the Federal level….
- Information Sharing with State, local, and Tribal Entities….
- Information Sharing with the private Sector….
- Sharing Information with Foreign Partners….
- Protecting information Privacy and other Legal Rights….” (White House, National Strategy for Information Sharing, October 2007, pp. 3-4)

National Strategy for Information Sharing, Guiding Principles: “Those responsible for combating terrorism must have access to timely and accurate information regarding those who want to attack us, their plans and activities, and the targets that they intend to attack. That information guides our efforts to:

- Identify rapidly both immediate and long-term threats;
- Identify persons involved in terrorism-related activities; and
• Implement information-driven and risk-based detection, prevention, deterrence, • response, protection, and emergency management efforts.” (White House, National Strategy for Information Sharing, October 2007, p. 2)

National Strategy for Pandemic Influenza: “The National Strategy for Pandemic Influenza guides our preparedness and response to an influenza pandemic, with the intent of (1) stopping, slowing or otherwise limiting the spread of a pandemic to the United States; (2) limiting the domestic spread of a pandemic, and mitigating disease, suffering and death; and (3) sustaining infrastructure and mitigating impact to the economy and the functioning of society.” (White House, National Strategy for Pandemic Influenza. November 1, 2005.)

National Strategy for Public Health and Medical Preparedness: “This directive [HSPD 21] establishes a National Strategy for Public Health and Medical Preparedness (Strategy), which builds upon principles set forth in Biodefense for the 21st Century (April 2004) and will transform our national approach to protecting the health of the American people against all disasters. …

(5) This Strategy draws key principles from the National Strategy for Homeland Security (October 2007), the National Strategy to Combat Weapons of Mass Destruction (December 2002), and Biodefense for the 21st Century (April 2004) that can be generally applied to public health and medical preparedness. Those key principles are the following: (1) preparedness for all potential catastrophic health events; (2) vertical and horizontal coordination across levels of government, jurisdictions, and disciplines; (3) a regional approach to health preparedness; (4) engagement of the private sector, academia, and other nongovernmental entities in preparedness and response efforts; and (5) the important roles of individuals, families, and communities.

(6) Present public health and medical preparedness plans incorporate the concept of “surging” existing medical and public health capabilities in response to an event that threatens a large number of lives. The assumption that conventional public health and medical systems can function effectively in catastrophic health events has, however, proved to be incorrect in real-world situations. Therefore, it is necessary to transform the national approach to health care in the context of a catastrophic health event in order to enable U.S. public health and medical systems to respond effectively to a broad range of incidents.

(7) The most effective complex service delivery systems result from rigorous end-to-end system design. A critical and formal process by which the functions of public health and medical preparedness and response are designed to integrate all vertical (through all levels of government) and horizontal (across all sectors in communities) components can achieve a much greater capability than we currently have.

(8) The United States has tremendous resources in both public and private sectors that could be used to prepare for and respond to a catastrophic health event. To exploit those resources fully, they must be organized in a rationally designed system that is incorporated into pre-event planning, deployed in a coordinated manner in response to an event, and guided by a constant and timely flow of relevant information during an event. This Strategy establishes principles and objectives to improve our ability to respond comprehensively to catastrophic health events. It
also identifies critical antecedent components of this capability and directs the development of an implementation plan that will delineate further specific actions and guide the process to fruition.”  

**National Strategy for The Physical Protection of Critical Infrastructure and Key Assets:**  “Consistent with the National Strategy for Homeland Security, this document identifies a clear set of goals and objectives and outlines the guiding principles that will underpin our efforts to secure the infrastructures and assets vital to our public health and safety, national security, governance, economy, and public confidence. It provides a unifying structure, defines roles and responsibilities, and identifies major initiatives that will drive our near-term protection priorities. Most importantly, it establishes a foundation for building and fostering a cooperative environment in which government, industry, and private citizens can work together to protect our critical infrastructures and key assets.’  

**National Strategy to Combat Weapons of Mass Destruction:**  “Our National Strategy to Combat Weapons of Mass Destruction has three principal pillars:

- Counterproliferation to Combat WMD Use
- Strengthened Nonproliferation to Combat WMD Proliferation
- Consequence Management to Respond to WMD Use”  
(WH, HSPD-4, December 2002)

**National Strategy to Combat Weapons of Mass Destruction:**  “The three pillars of the U.S. national strategy to combat WMD are seamless elements of a comprehensive approach. Serving to integrate the pillars are four cross-cutting enabling functions that need to be pursued on a priority basis: intelligence collection and analysis on WMD, delivery systems, and related technologies; research and development to improve our ability to respond to evolving threats; bilateral and multilateral cooperation; and targeted strategies against hostile states and terrorists.”  

**National Strategy to Secure Cyberspace:**  “The National Strategy to Secure Cyberspace is part of our overall effort to protect the Nation. It is an implementing component of the National Strategy for Homeland Security and is complemented by a National Strategy for the Physical Protection of Critical Infrastructures and Key Assets. The purpose of this document is to engage and empower Americans to secure the portions of cyberspace that they own, operate, control, or with which they interact. Securing cyberspace is a difficult strategic challenge that requires coordinated and focused effort from our entire society, the federal government, state and local governments, the private sector, and the American people.”  
(White House, National Strategy to Secure Cyberspace, February 2003)

**National Strike Force (NSF):**  “The NSF consists of three strike teams established by DHS/USCG on the Pacific, Atlantic, and Gulf coasts. The strike teams can provide advice and technical assistance for oil and hazardous substances removal, communications support, special equipment, and services.”  
(USCG, IM Handbook, 2006, Glossary 25-18)
National Teleregistration Center (NTC): “Promotes a nationwide toll-free telephone number (1-800-621-FEMA) or (1-800-621-3362) that applicants can use to apply for disaster assistance.” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. A-8 Glossary)

National Tsunami Hazard Mitigation Program: “A coordinated national effort to assess tsunami threat, prepare community response, issue timely and effective warnings, and mitigate damage.” “Primary goals of NTHMP are to: 1) raise awareness of the affected population; 2) develop integrated tsunami maps and models that can be used to develop improved warning guidance and evacuation maps; 3) improve tsunami warning systems; 4) incorporate tsunami planning into state and federal multi-hazard programs. Because tsunami mitigation is applicable beyond tsunamis and is integral to the nation's overall effort to reduce coastal losses and improve resilience, the mitigation capability takes a multi-hazards physical, commercial and ecological approach that responds to socio-economic and disaster management priorities.” (Executive Office of the President. About the National Tsunami Hazard Mitigation Program (NTHMP)

National Urban Search & Rescue Response System: “The National US&R Response System is a framework for structuring local emergency services personnel into integrated disaster response task forces. The 28 National US&R Task Forces, complete with the necessary tools, equipment, skills and techniques, can be deployed by FEMA to assist State and local governments in rescuing victims of structural collapse incidents or to assist in other search and rescue missions. Each task force must have all its personnel and equipment at the embarkation point within six hours of activation. The task force can be dispatched and en route to its destination in a matter of hours.” (DHS, NRF Comment Draft, 2007, p. 60)

National Voluntary Organizations Active in Disasters (NVOAD): “NVOAD is a consortium of more than 30 recognized national organizations active in disaster relief. Their organizations provide capabilities to support response efforts at all levels. During major incidents, NVOAD typically sends representatives to the DHS/Federal Emergency Management Agency’s National Response Coordination Center to represent the voluntary organizations and assist in response coordination.” (DHS, NRF Comment Draft, 2007, p. 17) National Voluntary Organizations Active in Disasters (NVOAD): An umbrella organization of established and experienced voluntary organizations that serve disaster-affected communities. (FEMA 1995)

National Voluntary Organizations Active in Disasters (NVOAD): “NVOAD coordinates planning efforts by many voluntary organizations responding to disaster. Member organizations provide more effective and less duplication in service by getting together before disasters strike. Once disasters occur, NVOAD or an affiliated state VOAD encourages members and other voluntary agencies to convene on site. This cooperative effort has proven to be the most effective way for a wide variety of volunteers and organizations to work together in a crisis.

NVOAD serves member organizations through:
• Communication - disseminating information through electronic mechanisms, its Newsletter, the directory, research and demonstration, case studies, and critique.
Cooperation - creating a climate for cooperation at all levels (including grass roots) and providing information.

Coordination - coordinating policy among member organizations and serving as a liaison, advocate, and national voice.

Education - providing training and increasing awareness and preparedness in each organization.

Leadership Development - giving volunteer leaders training and support so as to build effective state VOAD organizations.

Mitigation - supporting the efforts of federal, state, and local agencies and governments and supporting appropriate legislation.

Convening Mechanisms - putting on seminars, meetings, board meetings, regional conferences, training programs, and local conferences.

Outreach - encouraging the formation of and giving guidance to state and regional voluntary organizations active in disaster relief.” (National Voluntary Organizations Active in Disaster, About NOVAD)

National Wildfire Coordinating Group (NWCG): “The National Wildfire Coordinating Group (NWCG) is made up of the USDA Forest Service; four Department of the Interior agencies: Bureau of Land Management (BLM), National Park Service (NPS), Bureau of Indian Affairs (BIA), and the Fish and Wildlife Service (FWS); and State forestry agencies through the National Association of State Foresters. The purpose of NWCG is to coordinate programs of the participating wildfire management agencies so as to avoid wasteful duplication and to provide a means of constructively working together. Its goal is to provide more effective execution of each agency’s fire management program. The group provides a formalized system to agree upon standards of training, equipment, qualifications, and other operational functions.” (NWCG, About the NWCG – NWCG Organization)

Natural Disaster: “Definitions - For purposes of this title only…. The term ‘natural disaster’ means any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other catastrophe in any part of the United States which causes, or which may cause, substantial damage or injury to civilian property or persons.” (Stafford Act, Title VI, Sec 602. Definitions (42 U.S.C. 5195a), June 2007 (FEMA 592), p. 54)

Natural Disaster: See “Disaster, Natural”

Natural Hazards: See “Hazard, Natural”

NAWAS: National Alert Warning System.

NBHPP: National Bioterrorism Hospital Preparedness Program.

NBIC: National Biosurveillance Integration Center.

NCH: Natural and Cultural Resources and Historic Properties.

NCIP: National Continuity Implementation Plan.

NCIP: National Critical Infrastructure Protection.

NCIP R&D: National Critical Infrastructure Protection Research & Development. (DHS, NIPP 2006, p. 102)

NCPIP: National Continuity Policy Implementation Plan.

NCR: National Capital Region.

NCRC: National Capital Region Coordination.

NCRCG: National Cyber Response Coordination Group. (DHS, NIPP 2006, p. 102)

NCS: National Communications System. (DHS, NIPP 2006, p. 102)

NCSA: National Cyber Security Alliance. (DHS, NIPP 2006, p. 102)

NCTC: National Counterterrorism Center. (DHS, NIPP 2006, p. 102)

NDMS: National Disaster Medical System.


NEEP (National Exercise and Evaluation Program). (HSC, NCPIP, August 2007, p. 65)

NEFs: National Essential Functions. (White House, HSPD-20, May 9, 2007)


NEP: National Exercise Program.

NEHRP: National Earthquake Hazard Reduction Program.

NEHRP Goals (From Strategic Plan): “…strategic goals are:
• Goal A. Develop effective practices and policies for earthquake loss-reduction and accelerate their implementation.
• Goal B. Improve techniques to reduce vulnerability of facilities and systems.
• Goal C. Improve seismic hazards and risk assessment methods.
• Goal D. Improve understanding of earthquakes and their effects.” (NEHRP, Annual Report, 2007, p. 3)
**NEHRP Program Coordination Working Group (PCWG):** “NIST has established the PCWG, which is composed of the working-level program managers from each of the NEHRP agencies. The PCWG meets approximately once a month to coordinate agency activities, review reporting and planning documents, discuss problems and opportunities, and exchange relevant information. The PCWG members are responsible for keeping their agencies’ Directors apprised of significant activities, and the Secretariat informs working-level counterparts at OSTP and OMB of these activities.” (NEHRP, Annual Report, 2007, p. 3)

**NEHRP Secretariat:** “In early 2006, NIST hired a full-time government employee as NEHRP Director and head of the office of the NEHRP Secretariat. This individual is a qualified engineer with experience in earthquake research, design, and construction practices, and in the management of complex programs and organizations. The office of the NEHRP Secretariat is charged with providing overall program management and coordination for NEHRP, strengthening program effectiveness by facilitating implementation of earthquake risk mitigation measures, ensuring that NEHRP statutory and reporting requirements are met, supporting the development and implementation of NEHRP strategic and management plans and coordinated interagency budgets, and building and maintaining effective liaison with NEHRP program agencies, industry stakeholders, academia, state and local government, and the general public.” (NEHRP, Annual Report, 2007, p. 3)

**NEMA:** National Emergency Management Association.

**NETC:** National Emergency Training Center, FEMA/DHS, Emmitsburg, MD.

**New FEMA:** “The Post-Katrina Emergency Management Reform Act reorganizes DHS by reconfiguring FEMA with consolidated emergency management functions, including national preparedness functions. The newly-constituted FEMA will be established as a distinct entity, yet integral to DHS, similar to the U.S. Coast Guard and U.S. Secret Service. As required by the Act, the New FEMA will include the functions existing within FEMA as of June 1, 2006 and those elements of the Preparedness Directorate that were in the Preparedness Directorate as of June 1, 2006 and not specifically excluded by the Act. The New FEMA will be headed by an Administrator, I have been asked to serve in the newly titled position of Administrator. As required by the Post-Katrina Act, the organizational changes required for New FEMA will be effective on March 31, 2007.” (FEMA, Statement for the Record R. David Paulison, February 28, 2007, pp. 2-3)

**New Madrid Seismic Zone (NMSZ) Catastrophic Response Planning Initiative:** “The New Madrid Seismic Zone Catastrophic Response Planning Initiative is well underway throughout the eight CUSEC Member States…the initiative will enable local, state, and federal agencies to create and adopt comprehensive plans that address responding to a catastrophic event along the New Madrid Seismic Zone. CUSEC, along with Member States, FEMA, Innovative Emergency Management, and the Mid America Earthquake Center, is helping to coordinate a series of local and state workshops that bring together key players in the planning process. The workshops are scenario-driven and inspire planners and responders to work together to come up with the plans. Arkansas is the first state holding the scenario-driven workshops, and all Member States will have completed their workshops by April 1, 2008. At the end of this multi-year initiative, there
will be a series of exercises, at the state and regional levels, that will help validate the work that has been done. In most terms, this is the single, largest disaster planning initiative that has been undertaken in the United States.” (CUSEC, “Catastrophic Planning Initiative Underway.” Memphis, TN: CUSEC News, July 2007)

**New Madrid Seismic Zone (NMSZ) Catastrophic Planning Initiative Mission:** “…the mission of the New Madrid Seismic Zone Catastrophic Planning Project is to create a comprehensive preparedness plan for a catastrophic earthquake in the NMSZ based on the most advanced impact assessment techniques and new response and recovery methodologies. Another mission of the project is to identify any issues that can not be resolved based on current capabilities and propose recommended courses of action for decision makers.” (CUSEC, “FEMA & CUSEC Launch New Madrid Catastrophic Planning Initiative,” January 2007, 1 & 3)

**NFA:** National Fire Academy, U.S. Fire Administration, FEMA/DHS, Emmitsburg, MD.

**NFIF:** National Flood Insurance Fund.

**NFIP:** National Flood Insurance Program.

**NFPA:** National Fire Protection Association.

**NFPA 1600:** Standard on Disaster/Emergency Management and Business Continuity Programs, 2007 Edition. National Fire Protection Association. NFPA 1600 “was prepared by the Technical Committee on Emergency Management and Business Continuity. It was issued by the Standards Council on December 1, 2006, with an effective date of December 20, 2006, and supersedes all previous editions. This edition of NFPA 1600 was approved as an American National Standard on December 20, 2006. (NFPA 1600, 2007, p. 4)

1.1 Scope. This standard shall establish a common set of criteria for disaster/emergency management and business continuity programs hereinafter referred to as the program.
1.2 Purpose. This standard shall provide disaster and emergency management and business continuity programs, the criteria to assess current programs or to develop, implement, and maintain aspects for prevention, mitigation, preparation, response, and recovery from emergencies.
1.3 Application. This document shall apply to public, not-for-profit, and private entities. (NFPA 1600, 2007, p. 7)

**NGO’s:** Nongovernmental Organizations.

**NHC:** National Hurricane Center.

**NIAC:** National Infrastructure Advisory Council. (DHS, NIPP 2006, p. 102)

**NIAP:** National Information Assurance Partnership. (DHS, NIPP 2006, p. 102)

**NIC:** National Integration Center. (FEMA, Welcome to the NIC..., September 11, 2007 update.)
**NICC:** National Infrastructure Coordinating Center. *(DHS, *NIPP* 2006, p. 102)*

**NIMCAST:** National Incident Management System Capability Assessment Support Tool. *(FEMA, *NIMS Compliance Metrics Terms of Reference*, October 2006, p. 6)*

**NIMS:** National Incident Management System.

**NIMS Adoption:** “The establishment of a legal authority (e.g. executive order, proclamation, resolution, legislation, or other legal mandate) that requires all departments and agencies operating within the jurisdiction to use NIMS principles and methodologies in their all-hazards incident management system.” *(FEMA, *NIMS Compliance Metrics Terms of Reference*, 2006, 7)*

**NIMS Baseline:** “An initial assessment of NIMS compliance conducted in 2005 and/or 2006 by participating jurisdictions at State, Territorial, local, and tribal levels.” *(FEMA, *NIMS Compliance Metrics Terms of Reference*, October 2006, 7)*

**NIMS Implementation:** “All activities necessary for adopting and institutionalizing NIMS. Implementation includes the formal adoption of NIMS, the use of a NIMS-compliant approach to all incident management operations, etc.” *(FEMA, *NIMS Compliance Metrics Terms of Reference*, October 2006, 7)*

**NIMS National Standard Curriculum:** “A curriculum designed to provide training on the NIMS. This curriculum will be built around available federal training opportunities and course offerings that support NIMS implementation. The curriculum also will serve to clarify training that is necessary for NIMS-compliance and streamline the training approval process for courses recognized by the curriculum. Initially, the curriculum will be made up of NIMS awareness training and training to support the Incident Command System (ICS). Eventually it will expand to include all NIMS training requirements including training established to meet national credentialing standards.” *(FEMA, *NIMS Compliance Metrics Terms of Reference*, October 2006, 7; See: [http://www.fema.gov/pdf/emergency/nims/nsctd.pdf](http://www.fema.gov/pdf/emergency/nims/nsctd.pdf))*

**NIPP:** National Infrastructure Protection Plan. *(DHS, *NIPP* 2006, p. 1)*

**NIPP Risk Management Framework:** *(DHS, *NIPP* 2006, pp. 29-50)*

- Set Security Goals
- Identify Assets, Systems, Networks and Functions
- Assess Risks
- Prioritize
- Implement Protective Programs
- Measure Effectiveness

**NISAC:** National Infrastructure Simulation and Analysis Center. *(DHS, *NIPP* 2006, p. 102)*

**NIST:** National Institute of Standards and Technology.
**NJTTF:** National Joint Terrorism Task Force. (DHS, NIPP 2006, p. 102)

**NLC:** National League of Cities.

**NMSZ:** New Madrid Seismic Zone.

**NNSA:** National Nuclear Security Administration.

**No Adverse Impact:** Concept developed by the Association of State Floodplain Managers to promote in efforts to reduce growing flood losses. No Adverse Impact centers on “ensuring that the actions of one property owner do not adversely impact the rights and interests of other property owners, now and in the future.” (ASFPM 2003, 45-46)

**NOAA:** National Oceanic and Atmospheric Administration, Department of Commerce.

**NOC:** National Operations Center. (DHS, NIPP 2006, p. 102)

**Noncongregate Facilities:** “Facilities that provide private or semiprivate accommodations, but are not considered temporary housing (e.g., cruise ships, tent cities, military installations, school dorm facilities, or modified nursing homes).” (DHS, National Response Framework Emergency Support Function #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex (Comment Draft), September 10, 2007, p. 7)

**Non-Stafford Federal Support to State and Local Jurisdictions:** “If a community requires resources beyond those available from the State, local agencies may request certain types of Federal assistance directly from Federal departments and agencies. For example, under the Comprehensive Environmental Response, Compensation, and Liability Act, local and tribal governments can request assistance directly from the Environmental Protection Agency and/or the U.S. Coast Guard.” (DHS, FEMA., National Response Framework -- Federal Partner Guide (Comment Draft), September 10, 2007, p. 19)

**NORTHCOM:** U.S. Northern Command.

**NPD:** National Preparedness Directorate, FEMA

**NPG:** National Preparedness Goal.

**NPG:** National Preparedness Guidelines. (DHS, National Preparedness Guidelines, 13Sep2007)

**NPIP:** National Preparedness Integration Program. (FEMA, Vision for New FEMA, 2006, p.24)

**NPS:** National Park Service

**NPS:** Naval Postgraduate School, Monterey California.

**NRC:** National Research Council.
NRC: Nuclear Regulatory Commission.

NRCC: National Response Coordination Center.  (DHS, NIPP 2006, p. 102)

NRF: National Response Framework.  (DHS, NRF Comment Draft, September 2007)


NRF Resource Center: “The NRF Resource Center is intended to supply a nimble, state-of-the-art forum for sharing and encouraging…the operational planning and detailed work of developing stronger emergency management plans and capabilities…” It is “…an on-line repository of supporting documents, resources and educational materials…intended especially to assist emergency management practitioners. This repository provides a single, web-based portal for documents, information, training materials and other tools needed for incident response partners to understand and execute their roles under the Framework. (DHS, NRF Comment Draft, September 2007, p. 75)

NRP: National Response Plan (to be replaced by NRF in November 2007).  (DHS, NRF Comment Draft, September 2007)


NSARC: National Search and Rescue Committee.

NSF: National Science Foundation.


NTHMP: National Tsunami Hazard Mitigation Program.

NTSB: National Transportation Safety Board.

Nuclear Incident Response Team (NIRT): “Created by the Homeland Security Act to provide DHS with a nuclear/radiological response capability. When activated, the NIRT consists of specialized Federal response teams drawn from DOE and/or EPA.”  (USCG, IM Handbook, 2006, Glossary 25-18)


NVOAD: National Voluntary Organizations Active in Disaster.

**NWS:** National Weather Service (National Oceanic and Atmospheric Administration, DOC)

**OFA:** Other Federal Officials.

**OI&A:** Office of Intelligence and Analysis (Division of DHS Preparedness Directorate). (DHS, *NIPP* 2006, p. 102)

**OIP:** Office of Infrastructure Protection (Division of DHS Preparedness Directorate). (DHS, *NIPP*, 2006, p. 102)

**On Scene Coordinator:** “The On-Scene Coordinator (OSC) is the federal official responsible for monitoring or directing responses to all oil spills and hazardous substance releases reported to the federal government. The OSC coordinates all federal efforts with, and provides support and information to, local, state and regional response communities. The OSC is an agent of either EPA or the U.S. Coast Guard, depending on where the incident occurs. EPA OSCs have primary responsibility for spills and releases to inland areas and waters, while U.S. Coast Guard OSCs have responsibility for coastal waters and the Great Lakes. In general, the OSC has the following key responsibilities during and after a response to a hazardous substance release or an oil spill: (1) assessment; (2) monitoring; (3) response assistance; and (4) evaluation.” (EPA, *On Scene Coordinators*, September 17, 2007)

**ONA:** Other Needs Assistance.

**One-Hundred Year (100-Year) Floodplain:** The land area adjoining a river, stream, lake, or ocean which is inundated by the 100-year flood, also referred to as a flood having a 1 percent chance of occurring in any given year. The 100-year flood is the regulatory (base) flood under the NFIP. (FEMA, *Definitions of Terms*, 1990)

**One-Percent Annual Chance Flood:** A flood of the magnitude that has a one-percent chance of being equaled or exceeded in any given year. Often referred to as the “100-year” flood or base flood, the one-percent annual chance flood is the standard most commonly used for floodplain management and regulatory purposes in the United States.

**Operational Plans:** “Operational plans identify and direct the agencies/organizations and resources required to execute the tasks and objectives necessary based on the strategic planning. Operational plans often include (but are not limited to) contingency and tactical plans.” (FEMA, *NIMS* (FEMA 501/Draft), August 2007, p. 17)

**Operational Period:** “The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12–24 hours.” (FEMA, *NIMS* (FEMA 501/Draft), August 2007, p. 155)

**Operational Period:** “The period of time scheduled for execution of a given set of operation actions as specified in the IAP. Operational Periods can be various lengths, usually not over 24 hours. The Operational Period coincides with the completion of one planning “P” cycle (see Chapter 3 planning cycle).” (USCG, *IM Handbook*, 2006, Glossary 25-18)
Operational Resilience: “Mitigating the vulnerability of government and private sector operations to man-made or natural disasters depends not only on the structural resilience of our assets, systems, and networks but also on operational resilience. First, we will continue to maintain comprehensive and effective continuity programs, including those that integrate continuity of operations and continuity of government programs, to ensure the preservation of our government under the Constitution and the continuing performance of national essential functions – those government roles that are necessary to lead and sustain the Nation during and following a catastrophic emergency. A national approach to continuity also requires that State, local, and Tribal governments work to ensure that they are able to maintain or rapidly resume effective functioning during and after catastrophic incidents and are able to interact effectively with each other and the Federal Government. Likewise, we strongly encourage the private sector to conduct business continuity planning that recognizes interdependencies and complements governmental efforts – doing so not only helps secure the United States, but also makes good long-term business sense for individual companies. Such integrated and comprehensive planning is essential to protecting and preserving lives and livelihoods and maintaining our robust economy during crises.” (White House, National Strategy for Homeland Security, October 2007, p. 29)

Operations Coordination Center (OCC): “The primary facility of the Multi-Agency Coordination System. It houses staff and equipment necessary to perform MAC functions.” (USCG, IM Handbook 2006, Glossary 25-19)

Operations Section: “The Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, it normally includes subordinate Branches, Divisions, and/or Groups.” (FEMA, National Incident Management System Draft, 2007, p.155)

Operations Section: “The Section responsible for all operations directly applicable to the primary mission. Directs the preparation of Branch, Division, and/or Unit operational plans, requests or releases resources, makes expedient changes to the IAP as necessary and reports such to the IC.” (USCG IM Handbook 2006 Glossary 25-19)


OSC: Federal On-Scene Coordinator (NCP operations).

OSTP: Office of Science and Technology Policy.

Other Needs Assistance (ONA): “Individual assistance program intended to meet the necessary expenses and serious needs of disaster victims. ONA operates within established grant limits that are funded through a 75% Federal/25% State cost share.” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. A-8 Glossary)

PAO: Public Affairs Officer.
**Pandemic:** “An epidemic (a sudden outbreak) that becomes very widespread and affects a whole region, a continent, or the world…. The word "pandemic" comes from the Greek "pan-", "all" + "demos", "people or population" = "pandemos" = "all the people." A pandemic affects all (nearly all) of the people. By contrast, "epi-" means "upon." An epidemic is visited upon the people. And "en-" means "in." An endemic is in the people.” ([MedicineNet.com, Definition of Pandemic, 1998](http://www.medicinenet.com/definition_of_pandemic/article.htm))

**Pandemic Influenza:** “Pandemic (from the Greek, meaning “of all of the people”) Influenza has the potential to pose a far greater threat to global health. It typically is a novel human flu that causes a worldwide outbreak of serious illness and death. Because there is little natural immunity, the disease can easily spread from person to person, one of the key characteristics that defines a pandemic. There have been at least 10 recorded flu pandemics during the past 300 years. Three of these occurred during the 20th Century.

1. **The 1918-1919 “Spanish Flu”** was the most devastating flu pandemic in recent history. It killed more than 500,000 Americans and as many as 50 million people globally, according to some estimates. It proved especially lethal to young adults.
2. **The 1957-1958 “Asian Flu”** was first identified in China and killed approximately 1 million people worldwide, including 68,000 Americans.
3. **The 1968-1969 “Hong Kong Flu”** caused about 34,000 deaths in the United States.”

([American Academy of Pediatrics, Pandemic Influenza, October 2007, p. 2](http://www.aap.org/policy/840.htm))

**Pandemic Influenza Vaccination Program Goal:** “The goal of the pandemic influenza vaccination program is to vaccinate all persons in the United States who choose to be vaccinated.” ([HHS, Draft Guidance on Allocating and Targeting Pandemic Influenza Vaccine, October 23, 2007](http://www.hhs.gov/dockets/coronavirus/2007/09-12-2007.pdf))

**Partnership:** “The concept of partnership…is understood here to encompass ongoing communication and sharing of knowledge, which, in turn, relies on relations of trust and common commitments.” ([Fagen and Martin 2005, 11](http://www.fagenandmartin.com))

**PCII:** Protected Critical Infrastructure Information. ([DHS, PCII Frequenty Asked Questions](http://www.dhs.gov/xlibrary/assets/pcii_faq.pdf))

**PCIIP:** Protected Critical Infrastructure Information Program. ([DHS, NIPP 2006, p. 5](http://www.dhs.gov/xlibrary/assets/nipp_06_1206.pdf))

**PCIS:** Partnership for Critical Infrastructure Security. “The PCIS membership is comprised of one or more members and their alternates from each of the SCCs [Sector Coordinating Councils].” ([DHS, NIPP 2006, p. 5](http://www.dhs.gov/xlibrary/assets/nipp_06_1206.pdf))

**PDD:** Presidential Decision Directive.

**PDM:** Pre-Disaster Mitigation.

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17 “Pandemic Influenza: Historical Perspective,” Center for Infectious Disease Research Policy, Univ. of Minnesota. [http://www.ccidp.edu/cidp/content/influenza/panflu/biofacts/panflu.html#Historical_Perspective_1](http://www.ccidp.edu/cidp/content/influenza/panflu/biofacts/panflu.html#Historical_Perspective_1). 18 July 2007.
Performance-Based Seismic Design (PBSD): “The goal of PBSD is to develop practical assessment and design criteria that enable building owners and regulators to select desired performance and/or reliability levels for new construction or for upgrades of existing buildings that differ from the current building code-based life safety level.” (NEHRP, Annual Report, 2007, p. viii)

Personnel and Administration Expenses [EMPG] (Sec. 613. Contributions for Personnel and Administrative Expenses (42 U.S.C. 5196b): “(a) General authority - To further assist in carrying out the purposes of this title, the Director may make financial contributions to the States (including interstate emergency preparedness authorities established pursuant to section 5196(h) of this title) for necessary and essential State and local emergency preparedness personnel and administrative expenses, on the basis of approved plans (which shall be consistent with the federal emergency response plans for emergency preparedness) for the emergency preparedness of the States. The financial contributions to the States under this section may not exceed one-half of the total cost of such necessary and essential State and local emergency preparedness personnel and administrative expenses.” (Stafford Act, June 2007 (FEMA 592), p. 61)


PHSAC: President’s Homeland Security Advisory Council.


Planning: “Outcome: Plans incorporate an accurate threat analysis and risk assessment and ensure that capabilities required to prevent, protect against, respond to, and recover from all-hazards events are available when and where they are needed. Plans are vertically and horizontally integrated with appropriate departments, agencies, and jurisdictions. Where appropriate, emergency plans incorporate a mechanism for requesting State and Federal assistance and include a clearly delineated process for seeking and requesting assistance from appropriate agency(ies).” (DHS, National Preparedness Guidelines, September 13, 2007, p. 6)

Planning, Emergency: “Emergency planning is a cycle of planning, training, exercising, and revision that continues throughout the five phases of the emergency management cycle (preparedness, prevention, response, recovery, and mitigation). One purpose of the planning process is the development and maintenance of an up-to-date EOP….Emergency planning is a team effort and requires collaboration with personnel from other agencies and organizations. Building an effective team takes time and effort as members go through several stages.” (FEMA, Emergency Planning IS-235, May 24, 2007 update, p. 2.16)

Planning Process: “Emergency planning is an orderly, analytical problem-solving process. It follows a set of logical steps from plan initiation and analysis of an objective; to development and comparison of ways to achieve that objective; and selection and description of the proposed solution. Rather than concentrating on every detail, an effective plan provides basic structure and supports insight, creativity and initiative in the face of an uncertain and fluid environment. While using a prescribed planning process cannot guarantee success, inadequate plans and planning are proven contributors to failure. Effective planning assigns clear tasks and purposes, promotes
frequent interaction among stakeholders, guides preparedness activities, establishes procedures for implementation, provides measures to synchronize actions and allocates or reallocates resources.” (DHS, NRF Comment Draft, September 2007, p. 69)

**Planning Process:** “THE FOUR STEPS OF THE PLANNING PROCESS ARE:

Hazard Analysis.

EOP Development.

Testing the Plan.


**Planning Process:** “Through the planning process, you can identify the hazards that threaten your community, assess your vulnerability to them, and build consensus on approaches to mitigating them. This process leads to the identification of cost-effective, environmentally sound mitigation measures. In fact, the planning process is so critical to implementation of effective mitigation measures that some of the programs, described previously, that are intended to fund mitigation measures, require a mitigation plan as a condition of such funding. The planning process is as important as the plan itself. Your community can follow a general 10-step process that incorporates the classic planning approach of gathering information, setting goals, reviewing alternatives, and deciding upon which actions to take. The steps are:

1. **Organize to prepare the plan.** Selecting the right person to lead the planning effort is important.
2. **Involve the public.** Emphasize participation of key stakeholders, including at-risk homeowners, business owners, managers of critical facilities, and technical staff.
3. **Coordinate with other agencies and organizations.** They can provide technical assistance and inform the community of relevant activities and programs that can support your efforts.
4. **Assess the hazard.** Identify the particular hazards affecting your community and the risks they pose to your community’s critical infrastructure.
5. **Evaluate the problem.** Getting participants to agree on a problem statement is the first step in reaching consensus on solutions to the problem.
6. **Set goals.** Establish goals as positive and achievable statements that people can work towards.
7. **Review possible strategies and measures.** Include a range of hazard mitigation measures for consideration. While some measures may be quickly eliminated, others should be evaluated carefully to determine how they work as well as their costs and benefits.
8. **Draft an action plan.** Keep it brief. Include sections on how the plan was prepared, recommended mitigation actions, and a budget and schedule.
9. **Formally adopt the plan.** Gaining public acceptance is vital to reducing conflicts, building support for the recommendations, and getting the plan formally adopted. Keep the public informed and educated so they will readily accept the plan.
10. **Implement, evaluate, and revise the plan.** Develop procedures to measure progress, assess strengths and weaknesses, and decide on necessary changes.” (FEMA, The Planning Process: The Foundation of Disaster Resistance, September 14, 2006, p.2)
Planning Section: “The section that is responsible for the collection, evaluation, and dissemination of tactical information related to the incident, and for the preparation and documentation of incident action plans. The section also maintains information on the current and forecasted situation, and on the status of resources assigned to the incident.” (USCG, IM Handbook, 2006, Glossary 25-19)

Planning Team: “An effective EOP planning team displays the following characteristics:

- A common goal (development of the EOP)
- A leader who provides direction and guidance
- Open communication
- Constructive conflict resolution
- Mutual trust
- Respect for each individual and his or her contributions.” (FEMA, Emergency Planning IS-235, May 24, 2007, p. 2.16)

Plate Tectonics: “The scientific theory that the Earth’s outer shell is composed of several large, thin, relatively strong “plates” that move relative to one another. Movements on the faults that define plate boundaries produce most earthquakes.” (USGS, Putting Down Roots, 2007, Glossary)

Plume: Identifiable stream of air with a temperature or composition different from that of its environment. Examples are a smoke plume from a chimney and a buoyant plume rising by convection from heated ground. (WMO 1992, 456)

PMEFs: Primary Mission Essential Functions. (White House, HSPD-20, May 9, 2007)

Port Security Grant Program (PSG): “PSG funds owners and operators of ports, terminals, as well as port authorities and state and local agencies that provide a layered approach, U.S. inspected passenger vessels and ferries, as well as port authorities and State and local agencies to improve security for operators and passengers through physical security enhancements. The Program strives to create a sustainable, risk-based effort for the protection of critical infrastructure from any incident that would cause major disruption to commerce and significant loss of life.” (DHS/ODP, FY 2006 EMPG Program Guidance, November 2005, p. 10)

Position Task Books (FEMA): “FEMA Task Book is a list of tasks for a defined position/function in the FEMA JFO Organizational structure. Task Books are created in 2 formats: Job Aid (downloaded or handed to employee at check-in); Assessment Guide (supervisor/employee assessment at completion of assignment). The Task Book (in either format) describes your functions in a disaster operation; the Tasks in the Job Aid are identical to those in the Assessment Guide. As mentioned above, every employee should receive the Job
Aid when they check-in at the JFO or other Field site. The employee should review the tasks in the Job Aid with their supervisor to ensure all position-specific tasks (or only some of them) will be performed on that assignment. The Job Aid is intended to be used during his/her assignment, as a desk reference. When the employee completes their assignment, the supervisor and employee will assess the task performance of the employee; this is when the Assessment Guide is used. In the Assessment Guide, there are 3 indicators:

- Performed
- Needs Improvement
- N/A (Not Applicable for this assignment) that allow the supervisor to evaluate task performance against each task. The supervisor will rate the employee’s performance of every task in the Position Task Book… The assessment process: documents your performance of required tasks. helps you plan for development and improvement of your work performance.” (FEMA,

**Position Task Books (Purpose):** “Position task books have been developed for positions within the FEMA Disaster Workforce. Each task book lists the essential tasks for the specific position. Task books are designed to: Describe the tasks to be performed for a given position; Determine training needs of individual employees; Serve as a tool for promoting task-related.” (FEMA, *Position Task Book Purpose*, 2007)

**Posse Comitatus Act:** “The *Posse Comitatus Act*, 18 U.S.C. 1385, prohibits the use of the Army or the Air Force for law enforcement purposes, except as otherwise authorized by the Constitution or statute. This prohibition applies to Navy and Marine Corps personnel as a matter of DOD policy. The primary prohibition of the Posse Comitatus Act is against direct involvement by active duty military personnel (to include Reservists on active duty and National Guard personnel in Federal service) in traditional law enforcement activities (to include interdiction of vehicle, vessel, aircraft, or other similar activity; a search or seizure; an arrest, apprehension, stop and frisk, or similar activity).” (DHS, *National Response Plan* (Draft #1), February 25, 2004, p. 69)

**Posse Comitatus Act:** “The Posse Comitatus Act does not apply to the National Guard when in state active duty or federal Title 32 service because the Guard is under the command and control of the Governor and the Adjutant General in both statuses. It does apply to the Guard when in Title 10 service, however, because when the Guard is federalized under Title 10 it becomes an indistinguishable part of the federal forces and is under federal as opposed to state control.” (Lowenberg, “Statement by Major General Timothy Lowenberg,” April 24, 2007)

**Post-Disaster Sustainability Mission Statement:** “To promote and facilitate sustainable redevelopment at the local level by integrating the principles and practices of sustainable development into the broader goals of the post-disaster recovery process. This is accomplished in partnership with the state and in coordination with OFAs, local agencies, and NGOs.” (FEMA, *Rebuilding For A More Sustainable Future: An Operational Framework*, Nov. 2000, p. 1-1)

these modifications, PKEMRA made changes – some appearing in the Homeland Security Act and the Stafford Act – directing FEMA, among other things, to:

- Establish a Disability Coordinator and develop guidelines to accommodate individuals with disabilities;
- Add disability and English proficiency to the list of provisions requiring nondiscrimination in relief and assistance activities;
- Establish the National Emergency Family Registry and Locator System to reunify separated family members and assist in establishing the National Emergency Child Locator Center to locate missing children after a major disaster or emergency;
- Coordinate and support precautionary evacuations and recovery efforts;
- Provide transportation assistance for relocating and returning individuals displaced from their residences in a major disaster;
- Provide rescue, care, shelter, and essential needs assistance to individuals with household pets and service animals as well as to such pets and animals;
- Provide case management assistance to identify and address unmet needs of victims of major disasters;
- Note: Federal agencies shall not: deny or impede access to the disaster site to an essential service provider whose access is necessary to restore and repair an essential service; or impede the restoration or repair of essential services, to include telecommunications service, electrical power, natural gas, water and sewer services, or any other essential service, as determined by the President; and
- Receive input from a National Advisory Council, including State and private sector members, about the development and revision of the National Response Framework and other related plans or strategies.” (DHS, National Response Framework List of Authorities and References (Draft), September 10, 2007, p. 4) [Note: See References section for URL for the Post Katrina…Act.]

Pre-Designated Incident Locations & Facilities (NIMS): “Various types of operational locations and support facilities are established in the vicinity of the incident to accomplish a variety of purposes. Typical pre-designated facilities include command post, bases, camps, staging areas, mass casualty triage areas, and others as required.” (FEMA, National Incident Management System National Standard Curriculum Training Development Guidance, 2005, p.8)

Pre-Disaster Hazard Mitigation (42 U.S.C. 5133): “The President may establish a program to provide technical and financial assistance to States and local governments to assist in the implementation of predisaster hazard mitigation measures that are cost-effective and are designed to reduce injuries, loss of life, and damage and destruction of property, including
damage to critical services and facilities under the jurisdiction of the States or local governments.” (Stafford Act, June 2007 (FEMA 592), p. 17)

Pre-Disaster Mitigation (PDM) Program: “The Pre-Disaster Mitigation (PDM) program provides funds to states, territories, Indian tribal governments, communities, and universities for hazard mitigation planning and the implementation of mitigation projects prior to a disaster event. Funding these plans and projects reduces overall risks to the population and structures, while also reducing reliance on funding from actual disaster declarations. PDM grants are to be awarded on a competitive basis and without reference to state allocations, quotas, or other formula-based allocation of funds.” (FEMA, Pre-Disaster Mitigation Grant Program, September 12, 2007 update)

Pre-Disaster Mitigation (PDM) Program Eligible Activities:

Mitigation planning activities:

- New plan development;
- Comprehensive review and update.

Mitigation project activities:

- Voluntary acquisition of real property (i.e. structures and land, where necessary) for conversion to open space in perpetuity;
- Relocation of public or private structures;
- Elevation of existing public or private structures to avoid coastal or riverine flooding;
- Structural retrofitting and non-structural retrofitting (e.g., storm shutters, hurricane clips, bracing systems) of existing public or private structures to meet or exceed applicable building codes relative to hazard mitigation;
- Construction of safe rooms (e.g., tornado and severe wind shelters) for public and private structures that meet the FEMA construction criteria in FEMA 320 “Taking Shelter from the Storm” and FEMA 361 “Design and Construction Guidance for Community Shelters”;
- Hydrologic and Hydraulic studies/analyses, engineering studies, and drainage studies for the purpose of project design and feasibility determination included as part of a project subapplication;
- Vegetation management for natural dune restoration, wildfire or snow avalanche;
- Protective measures for utilities (e.g., electric and gas), water and sanitary sewer systems and/or other infrastructure (e.g., roads and bridges);
- Storm water management projects (e.g., culverts and retention basins) to reduce or eliminate long-term risk from flood hazards; and
- Localized flood control projects, such as certain ring levees and floodwall systems that are designed specifically to protect critical facilities (defined as Hazardous Materials Facilities, Emergency Operation Centers, Power Facilities, Water Facilities, Sewer and Wastewater Treatment Facilities, Communications Facilities, Emergency Medical Care Facilities, Fire Protection, and Emergency Facilities) and that do not constitute a section of a larger flood control system.
Any of the above mitigation projects for a critical facility, as defined above, may include the purchase of a generator or related equipment purchases (i.e., generator hook-ups) as a functional portion to the larger eligible mitigation project subapplication, as long as the generator or related equipment purchase directly relates to the hazard(s) that threatens the critical facility.” (FEMA, Pre-Disaster Mitigation (PDM) Program Guidance Fiscal Year 2008, 2007, p. vi.)

**Preliminary Damage Assessment (PDA):** A process used to determine the impact and magnitude of damage and the resulting unmet needs of individuals, businesses, the public sector, and the community as a whole. Information collected as a result of the PDA process is used by the State as a basis for the Governor’s request for Federal assistance under the Stafford Act, and by FEMA to document the recommendation made to the President in response to the Governor’s request. (44 CFR 206.33)

**Preliminary Damage Assessment (PDA):** “A mechanism used to determine the impact and magnitude of damage and the resulting unmet needs of individuals, businesses, the public sector, and the community as a whole. Information collected is used by the State as a basis for the Governor’s request for a Presidential declaration, and by FEMA to document the recommendation made to the President in response to the Governor’s request. PDAs are made by at least one State and one Federal representative. A local government representative familiar with the extent and location of damage in the community often participates; other State and Federal agencies and voluntary relief organizations also may be asked to participate, as needed.” (FEMA, Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, p. GLO-8)

**Preparedness:** “Preparedness within the field of emergency management can best be defined as a state of readiness to respond to a disaster, crisis, or any other type of emergency situation. It includes that activities, programs, and systems that exist before an emergency that are used to support and enhance response to an emergency or disaster.” (Bullock & Haddow 2005, 181)

**Preparedness (NIMS):** “Under NIMS, Preparedness encompasses the full range of deliberate, critical tasks and activities necessary to build, sustain and improve the operational capability to prevent, protect against, respond to and recover from domestic incidents. Preparedness, in the context of an actual or potential incident, involves actions to enhance readiness and minimize impacts. This includes hazard mitigation measures to save lives and protect property from the impacts of terrorism, natural disasters and other events. Additional examples of preparedness activities include:

1. Pre-deployment of response resources;
2. Pre-establishment of incident command posts, mobilization centers, staging areas and other facilities;
3. Evacuation and protective sheltering;
4. Implementation structural and non-structural mitigation measures;
5. Use of remote sensing technology, risk assessment, predictive and plume modeling tools;
6. Private sector implementation of business and continuity of operations plans.”

(DHS, National Response Plan (Draft #1), February 25, 2004, pp. 15-16)
**Preparedness:** “The range of deliberate critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required activities and resources to mitigate risk.” (DHS, *National Infrastructure Protection Plan*, 2006, p. 104)

**Preparedness:** “Preparedness is discussed in the National Response Plan thusly: “the NRP focuses on those activities that are directly related to an evolving incident or potential incident rather than steady-state preparedness or readiness activities conducted in the absence of a specific threat or hazard.”” (DHS, *National Response Framework Draft*, September 2007, 26)

**Preparedness:** Those activities, programs, and systems that exist prior to an emergency that are used to support and enhance response to an emergency or disaster. (*FEMA*, 1992)

**Preparedness:** “Preparedness involves establishing authorities and responsibilities for emergency actions and garnering the resources to support them: a jurisdiction must assign or recruit staff for emergency management duties and designate or procure facilities, equipment, and other resources for carrying out assigned duties. This investment in emergency management requires upkeep: the staff must receive training and the facilities and equipment must be maintained in working order. To ensure that the jurisdiction's investment in emergency management personnel and resources can be relied upon when needed, there must be a program of tests, drills, and exercises. Consideration also must be given to reducing or eliminating the vulnerability of the jurisdiction’s emergency response organizations and resources to the hazards that threaten the jurisdiction. Accordingly, preparedness measures should not be improvised or handled on an ad hoc basis. A key element of preparedness is the development of plans that link the many aspects of a jurisdiction's commitment to emergency management.” (*FEMA, Guide For All-Hazard Emergency Operations Planning* (SLG 101), 1996, pp. 1-3 and 1- 4)

**Preparedness:** “Building the emergency management profession to prepare for, mitigate, respond to, and recover from natural and man-made hazards and terrorist acts through planning, training, education, and exercising.” (*FEMA, A Nation Prepared – FEMA Strategic Plan*, 2002, p. 59)

**Preparedness (NIMS):** “A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within NIMS preparedness focuses on the following elements: planning, procedures and protocols, training and exercises, personnel qualification and certification, and equipment certification.” (*FEMA, NIMS* (FEMA 501/Draft), 2007, p. 156)

**Preparedness:** “The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the capability to protect against, respond to, and recover from hazard impacts. Preparedness is a continuous process. Within NIMS, preparedness involves efforts at all levels of government and the private sector to identify threats, to determine vulnerabilities, and to identify required response plans and resources. NIMS preparedness focuses on establishing guidelines, protocols, and standards for planning, training and exercise, personnel qualifications and
certification, equipment certification, and publication management.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-9, Glossary)

**Preparedness:** Establishing and delineating authorities and responsibilities for emergency actions and making provisions for having the people, equipment, and facilities in place to respond when the need arises. Preparedness involves planning, training, exercising, procuring and maintaining equipment, and designating facilities for shelters and other emergency purposes. (Michigan DEM, 1998, 7)

**Preparedness:** “Preparedness is the range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government as well as between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources.” (NCR, National Capital Region Homeland Security Strategic Plan 2007-2009 – Overview, August 2006, p. 4)

**Preparedness:** “Activities, tasks, programs, and systems developed and implemented prior to an emergency that are used to support the prevention of, mitigation of, response to, and recovery from emergencies.” (NFPA 1600, 2007, p. 8)

**Preparedness:** “Preparedness activities are necessary to the extent that mitigation measures have not, or cannot, prevent disasters. In the preparedness phase, governments, organizations, and individuals develop plans to save lives and minimize disaster damage (for example, compiling state resource inventories, mounting training exercises, or installing warning systems). Preparedness measures also seek to enhance disaster response operations (for example, by stockpiling vital food and medical supplies, through training exercises, and by mobilizing emergency personnel on a standby basis).” (NGA, CEM Governors’ Guide, 1979, p. 13)

**Preparedness:** “Preparedness represents actions that are undertaken to reduce the negative consequences of events where there is insufficient human control to institute mitigation measures.” (Peterson and Perry 1999, 242)

**Preparedness:** “…planning, training, and building the emergency management profession to prepare effectively for, mitigate against, respond to, and recover from any hazard.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1399)

**Preparedness:** “Part of the problem is the lack of a common definition of “preparedness.” When PricewaterhouseCoopers’ Health Research Institute (HRI) asked industry leaders to define preparedness, they agreed on only two things: (1) there is currently no universally accepted definition of preparedness; and (2) we must continue getting “better prepared.” Without a definition, it’s hard to develop benchmarks. Noted Irwin Redlener, M.D., associate dean and director of the National Center for Disaster Preparedness at the Columbia University Mailman School of Public Health, ‘Whatever you think about being prepared as an individual or family, extrapolate that to a hospital CEO. They have no idea of what the end point is because there are
no satisfactory benchmarks to establish what we mean by ‘prepared.’”
(PricewaterhouseCoopers, 2007, p. 5)

**Preparedness**: involves the development and regular testing of warning systems (linked to forecasting systems) and plans for evacuation or other measures to be taken during a disaster alert period to minimize potential loss of life and physical damage; the education and training of officials and the population at risk; the establishment of policies, standards, organizational arrangements and operational plans to be applied following a disaster impact; the securing of resources (possibly including the stockpiling of supplies and the earmarking of funds); and the training of intervention teams. It must be supported by enabling legislation. (Simeon Institute 1998)

**Preparedness**: Activities designed to minimize loss of life and damage, to organize the temporary removal of people and property from a threatened location and facilitate timely and effective rescue, relief and rehabilitation. See also “prevention.” (UN Internationally Agreed Glossary…, 1992, p. 4)

**Preparedness**: “Activities and measures taken in advance to ensure effective response to the impact of disasters, including the issuance of timely and effective early warnings and the temporary removal of people and property from a threatened location.” (UN/ISDR 2002, 25)

**Preparedness**: “The term ‘preparedness’ refers to the existence of plans, procedures, policies, training, and equipment necessary at the Federal, State, and local level to maximize the ability to prevent, respond to, and recover from major events. The term ‘readiness’ is used interchangeably with preparedness.” (White House, HSPD-8, December 2003)

**Preparedness Capability (Elements):**

- **Planning**: Collection and analysis of intelligence and information, and development of policies, plans, procedures, mutual aid agreements, strategies, and other publications that comply with relevant laws, regulations, and guidance necessary to perform assigned missions and tasks.
- **Organization and Leadership**: Individual teams, an overall organizational structure, and leadership at each level in the structure that comply with relevant laws, regulations, and guidance necessary to perform assigned missions and tasks.
- **Personnel**: Paid and volunteer staff who meet relevant qualification and certification standards necessary to perform assigned missions and tasks.
- **Equipment and Systems**: Major items of equipment, supplies, facilities, and systems that comply with relevant standards necessary to perform assigned missions and tasks.
- **Training**: Content and methods of delivery that comply with relevant training standards necessary to perform assigned missions and tasks.
- **Exercises, Evaluations, and Corrective Actions**: Exercises, self-assessments, peer-assessments, outside reviews, compliance monitoring, and actual major events that provide opportunities to demonstrate, evaluate, and improve the combined capability and interoperability of the other elements to perform assigned missions and tasks to standards necessary to achieve successful outcomes.” (DHS, National Preparedness Guidelines, September 13, 2007, p. 5)
Preparedness Goal: “The best way to protect against the effects of harmful incidents is to be prepared. Preparedness and mitigation are important elements in reducing the impacts of acts of terror and other disasters. We will ensure all levels of public safety and emergency management are capable of rapid and effective response by establishing a unified, capabilities-based preparedness strategy incorporating all-hazards assessments, training, exercises and assistance for federal, state, tribal and local governments, first responders and communities. We will establish, implement and evaluate capabilities through a system of national standards, mutual aid systems and credentialing protocols, and supply technologies for rapid and interoperable communications, personal protection and incident management. We will implement and sustain a national citizen preparedness movement that includes private sector involvement. We will expand the Nation’s community risk management capabilities and reduce the Nation’s vulnerability to acts of terrorism and other disasters through effective vulnerability assessments and risk management programs.” (DHS, Securing the Homeland Strategic Plan, 2004, p. 26)

Preparedness (Incidence Management): “…preparedness or readiness activities conducted in the absence of a specific threat or hazard.” (DHS, NRF Comment Draft, September 2007, p. 68)

Preparedness (Steady-State): “A national focus on steady-state readiness is imperative. The Framework [NRF] focuses on preparedness activities that are directly related to an evolving incident or potential incident. The National Preparedness Guidelines and the NIPP focus on steady-state preparedness or readiness activities conducted in the absence of a specific threat or hazard. This response Framework does not try to subsume all of these larger efforts; instead, it integrates these efforts and brings them to bear in managing incidents.” (DHS, NRF Comment Draft, September 2007, p. 68)

Preparedness Planning: “Plans must be realistic, scalable, and applicable to all types of incidents, from daily occurrences to incidents requiring the activation of interstate mutual aid, and to those requiring a coordinated Federal response. Plans, including emergency operations plans, should form the basis of training and be exercised periodically to ensure that all individuals involved in response are able to execute their assigned tasks. It is essential that plans address training and exercising and allow for the incorporation of after-action reviews, lessons learned and corrective actions with responsibility agreements following any major incidents or exercises. Plans should be updated periodically to reflect changes in the emergency management and incident response environment, as well as any institutional or organizational changes.

Plans describe how personnel, equipment, and other governmental and nongovernmental resources will be used to support emergency management and incident response requirements. They represent the operational core of preparedness and provide mechanisms for setting priorities, integrating multiple jurisdictions/organizations and functions, establishing collaborative relationships, and ensuring that communications and other systems effectively support the full spectrum of emergency management and incident response activities. Plans should also incorporate strategies for maintaining continuity of government and continuity of operations during and after incidents, provide mechanisms to ensure resiliency of critical infrastructure and economic stability of communities, and incorporate the advance planning associated with resource management, and communications and information management.
Plans should integrate all relevant departments, agencies, and organizations (including the private sector and NGOs, where appropriate) to facilitate coordinated emergency management and incident response activities. Where appropriate, these plans should incorporate a clearly defined process for seeking and requesting assistance from necessary department(s), agency(ies), and/or organizations. The Federal Government has defined plans by which Federal response resources will be deployed prior to or during incidents. Jurisdictions should be aware of these plans in order to accommodate Federal resources when necessary and should integrate them into their plans as appropriate. While it is recognized that jurisdictions and/or organizations will develop multiple types of plans, such as response, mitigation, and recovery plans, it is essential that these plans be coordinated and complement one another.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 16)

**Preparedness Planning (Procedures and Protocols):** “Procedures and protocols should detail the specific actions that can be taken to implement a plan or system. All emergency management/response personnel and their affiliated organizations should develop procedures and protocols that translate into specific action-oriented checklists for use during incident response operations, including how the organizations will accomplish their assigned tasks.

Procedures are documented and implemented with: checklists; resource listings; maps, charts, and other pertinent data; mechanisms for notifying staff; processes for obtaining and using equipment, supplies, and vehicles; methods of obtaining mutual aid agreements and/or assistance agreements; mechanisms for reporting information to Department Operations Centers (DOC) and EOCs; and communications operating instructions, including connectivity among governments, the private sector, and NGOs. There are four standard levels of procedural documents:

- **Standard Operating Procedure (SOP) or Operations Manual:** Complete reference document that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

- **Field Operations Guide or Incident Management Handbook:** Durable pocket or desk guide that contains essential information required to perform specific assignments or functions.

- **Mobilization Guide:** Reference document used by agencies/organizations outlining agreements, processes, and procedures used by all participating organizations for activating, assembling, and transporting resources.

- **Job Aid:** Checklist or other visual aid intended to ensure that specific steps of completing a task or assignment are accomplished. Job aids may also serve as training aids to teach how to complete specific job tasks.

Protocols are sets of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions. Establishing protocols provides for the standing orders, authorizations, and delegations necessary to permit the rapid execution of a task, function, or a number of interrelated functions without seeking permission to do so. Based on training and delegation of authority, protocols permit specific personnel to assess the situation presented, take immediate steps to intervene, and escalate their efforts to a
specific level before further guidance or authorizations are required.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 19)

**Preparedness Plans (Operational):** “Operational plans identify and direct the agencies/organizations and resources required to execute the tasks and objectives necessary based on the strategic planning. Operational plans often include (but are not limited to) contingency and tactical plans.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 17)

**Preparedness Plans (Strategic):** “Strategic plans define and develop programmatic priorities that address requirements, goals, objectives, milestones, and resources that ensure interoperable and integrated actions among all levels of government, the private sector, and NGOs to manage all-hazard emergency management and incident response activities. Strategic planning involves the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 17)

**Preparedness Priorities:** “PREPAREDNESS PRIORITIES.—In establishing the guidelines under subsection (a), the Administrator shall establish preparedness priorities that appropriately balance the risk of all hazards, including natural disasters, acts of terrorism, and other man-made disasters, with the resources required to prevent, respond to, recover from, and mitigate against the hazards.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1426)

**PREPnet:** “The Preparedness Network (PREPnet) is a satellite-based distance learning system used by…[FEMA/National Emergency Training Center] to bring interactive training programs into virtually any community nationwide.” (FEMA, About the National Preparedness Network)

**Presidential Decision Directive 39:** “Presidential Decision Directive 39, U.S. Policy on Counterterrorism, June 21, 1995, establishes policy to reduce the Nation’s vulnerability to terrorism, deter and respond to terrorism, and strengthen capabilities to detect, prevent, defeat and manage the consequences of terrorist use of WMD and assigns agency responsibilities. Portions of the PDD, to include the distinction between crisis and consequence management, have been superceded by the President’s direction in HSPD-5.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 72)


**Prevent:** “Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property, including: intelligence and deterrence operations; heightened inspections; improved surveillance and security operations; investigations; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and certain law enforcement operations. Public announcements, evacuation planning, infrastructure improvements and citizen disaster preparation also are important especially when considering an “all hazards” approach.” (DHS, Fiscal Year 2006 Homeland Security Grant Program: Application Kit and Program, October 5, 2005, pp. 1-2)
Prevention: “Prevention involves actions to interdict, disrupt, pre-empt or avert a potential incident. This includes homeland security and law enforcement efforts to prevent terrorist attacks. Prevention includes actions to:

1. Collect, analyze, and apply intelligence and other information;
2. Conduct investigations to determine the full nature and source of the threat;
3. Implement countermeasures such as inspections, surveillance, security and infrastructure protection;
4. Conduct tactical operations to interdict, preempt, or disrupt illegal activity; and to apprehend and prosecute the perpetrators;
5. Conduct public health surveillance and testing processes, immunizations, and isolation or quarantine for biological and agricultural threats; and
6. Deter, defeat, detect, deny access or entry, and take decisive action to eliminate threats.”

(DHS, National Response Plan (Draft #1), February 25, 2004)

Prevention: “Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property. Involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; immunizations, isolation, or quarantine; public health and agricultural surveillance and testing processes; and, as appropriate, specific law enforcement operations aimed at deterring, preemining, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.” (DHS, NIPP 2006, p. 104)

Prevention: “Actions to avoid a hazard occurrence, or to avoid or minimize the hazard impact (consequences) if it does occur. Prevention involves actions to protect lives and property. Under HSPD-5, it involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and as appropriate, specific law enforcement operations aimed at deterring, preemining, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.” (FEMA NIMS 2007, 156)

Prevention: “Activities to avoid an incident or to stop an emergency from occurring.” (NFPA 1600, 2007, p. 8)
“Activities, tasks, programs, and systems intended to avoid or intervene in order to stop an incident from occurring. Prevention can apply both to human-caused incidents (such as terrorism, vandalism, sabotage, or human error) as well as to naturally occurring incidents. Prevention of human-caused incidents can include applying intelligence and other information to a range of activities that includes such countermeasures as deterrence operations, heightened inspections, improved surveillance and security operations, investigations to determine the nature and source of the threat, and law enforcement operations directed at deterrence, preemption, interdiction, or disruption.” (NFPA 1600, 2007, p. 11)

**Prevention:** “The term ‘prevention’ means any activity undertaken to avoid, prevent, or stop a threatened or actual act of terrorism.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1424)

**Prevention:** Encompasses activities designed to provide permanent protection from disasters. It includes engineering and other physical protective measures, and also legislative measures controlling land use and urban planning. See also “preparedness”. (UN Internationally..., 1992, 5)

**Prevention:** “Activities to provide outright avoidance of the adverse impact of hazards and related environmental, technological and biological disasters.” (UN/ISDR 2002, 25)

**Prevention:** “The term ‘prevention’ refers to activities undertaken by the first responder community during the early stages of an incident to reduce the likelihood or consequences of threatened or actual terrorist attacks.” (White House, HSPD-8, December 2003)

**Prevention:** “The first priority of homeland security is to prevent terrorist attacks. The United States aims to deter all potential terrorists from attacking America through our uncompromising commitment to defeating terrorism wherever it appears. We also strive to detect terrorists before they strike, to prevent them and their instruments of terror from entering our country, and to take decisive action to eliminate the threat they pose. These efforts—which will be described in both the National Strategy for Homeland Security and the National Strategy for Combating Terrorism—take place both at home and abroad. The nature of modern terrorism requires a global approach to prevention.” (White House, National Strategy for HS, 2002, p. 2)

**Prevention:** “The term ‘prevention’ refers to activities undertaken by the first responder community during the early stages of an incident to reduce the likelihood or consequences of threatened or actual terrorist attacks.” (White House, HSPD-8, December 2003)

**Primary Mission Essential Functions (PMEFs):** “‘Primary Mission Essential Functions,’ or ‘PMEFs,’ means those Government Functions that must be performed in order to support or implement the performance of NEFs before, during, and in the aftermath of an emergency.” (White House, HSPD-20, May 9, 2007)


**Principal Federal Official (PFO):** “For actual or potential national incidents, the Secretary of Homeland Security may designate a Federal officer, either a Principal Federal Official (PFO) and/or a Federal Coordinating Officer (FCO), to serve as his representative locally. Incidents involving presidential declarations of major disasters or emergencies under the Stafford Act require the appointment of an FCO. The PFO provides senior leadership, strategic guidance and operations integration for catastrophic events, terrorist incidents and other high visibility, multi-state, multi-jurisdiction events. The FCO, on the other hand, provides the leadership for managing Federal resource support in a multi-hazard context. While the Secretary has the authority to appoint a PFO for any national incident, it is most likely that a PFO will be appointed only for incidents or high visibility events with significant national or regional implications such as significant terrorist events causing considerable destruction, catastrophic natural disasters, and complex non-Stafford Act emergencies.” ([DHS, National Response Plan](http://example.com), Draft #1, February 25, 2004, pp. 18-19)

**Principal Federal Official (PFO):** “The Secretary of Homeland Security is the principal Federal official responsible for domestic incident management. This includes coordinating Federal operations and resource deployments within the United States to prepare for, respond to and recover from terrorist attacks, major disasters or other emergencies.” ([DHS, NRF Comment Draft](http://example.com), September 2007, p. 52)

**Principal Federal Official (PFO).** “By law and by Presidential directive, the Secretary of Homeland Security is the principal Federal official responsible for coordination of all domestic incidents requiring multi-agency Federal response. *In a catastrophic or unusually complex incident, the Secretary may elect to designate a single individual to serve as his or her primary representative and as the lead Federal official in the field.* Only the most complex incidents will likely call for appointment of a PFO.

Acting on the Secretary’s behalf, the PFO will coordinate the activities of other Federal officials, acting under their own authorities, to ensure consistency of Federal support as well as the overall effectiveness of the Federal incident management. When appointed, such an individual serves on-scene as the *Principal Federal Official* for the incident.

The PFO will interface with Federal, State, tribal and local jurisdictional officials regarding the overall Federal incident management strategy and act as the primary Federal spokesperson for coordinated media and public communications. The PFO will serve as a member of the Unified Coordination Group and provide a primary point of contact and situational awareness locally for the Secretary of Homeland Security.

*A PFO is a senior Federal official with proven management experience and strong leadership capabilities. The PFO deploys with a small, highly-trained mobile support staff.* Both the PFO and support staff undergo specific training prior to appointment to their respective positions. Once formally designated for an ongoing incident, a PFO relinquishes the conduct of all previous duties to focus exclusively on his or her incident management responsibilities.
This Framework stipulates that the same individual will not serve as the Principal Federal Official and the Federal Coordinating Officer...at the same time for the same incident. When both positions are assigned, circumstances will be such that each will have significant, complementary responsibilities to assist with response to a very demanding event. The Secretary is not restricted to DHS officials when selecting a PFO.

The PFO does not direct or replace the incident command structure established at the incident. Nor does the PFO have line authority over a Federal Coordinating Officer, a Senior Federal Law Enforcement Official, a DOD Joint Task Force Commander or any State or local official. Other Federal incident management officials retain their authorities as defined in existing statutes and directives. Rather, the PFO promotes cohesion and, as possible, resolves any Federal interagency conflict that may arise. The PFO identifies and presents to the Secretary of Homeland Security any policy issues arising from the particular circumstances that need resolution at a higher level within the Federal Government.” (DHS, NRF Comment Draft, September 2007, pp. 63-64)


Principal Federal Official (PFO): “The Federal official designated by the Secretary of Homeland Security to act as his/her representative locally to oversee, coordinate, and execute the Secretary’s incident management responsibilities under HSPD-5 for Incidents of National Significance.” (USCG, IM Handbook, 2006, Glossary 25-20)

Principles of Emergency Management:

1. **Comprehensive** – emergency managers consider and take into account all hazards, all phases, all stakeholders and all impacts relevant to disasters.
2. **Progressive** – emergency managers anticipate future disasters and take preventive and preparatory measures to build disaster-resistant and disaster-resilient communities.
3. **Risk-driven** – emergency managers use sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.
4. **Integrated** – emergency managers ensure unity of effort among all levels of government and all elements of a community.
5. **Collaborative** – emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.
6. **Coordinated** – emergency managers synchronize the activities of all relevant stakeholders to achieve a common purpose.
7. **Flexible** – emergency managers use creative and innovative approaches in solving disaster challenges.

**Principles of Homeland Security:** “Guiding Principles:

- Make America “Safer, Stronger, and Better.”
- Recognize the effects of all terrorist attacks occur locally.
- Maximize collective efforts to prevent terrorist attacks, reduce risks, and respond effectively to attacks that do occur.
- Assure that efforts are State based but locally focused and driven—flexible, scalable, and adaptable.
- Recognize that our enemy is networked and can only be defeated by a networked system – therefore homeland defense must resemble networked PCs rather than a mainframe computer.
- Ensure that our homeland security efforts do not result in significant alteration of our federalist form of government.
- Empower state and local officials’ Homeland Security efforts, leveraging existing emergency preparedness and response programs and capabilities to meet emerging threats to the Nation and its citizens.
- Promote interoperable and reliable telecommunications capabilities nationwide.
- Promote integrated and collective training, exercises and evaluations.
- Facilitate the adoption of best practices from other jurisdictions.
- Enable government and private sector at all levels the ability to carry out its Homeland Security responsibilities.
- Promote citizen participation in state, local, private sector and regional homeland security efforts through volunteer service activities, preparedness, education and awareness.
- Ensure funding follows policy.
- Process matters—specific measures of performance in plans drive clarity, accountability, and success.
- The Homeland will be secure when Hometowns are secure. (*PHSAC, STI*, p. 3)

**Principles of Homeland Security Strategy:** “…eight principles have shaped the design of the National Strategy for Homeland Security.

- Require responsibility and accountability…
- Mobilize our entire society…
- Manage risk and allocate resources judiciously…
- Seek opportunity out of adversity…
- Foster flexibility…
- Measure preparedness…
- Sustain efforts over the long term…

**Principles of War:**
Objective
Mass
Maneuver
Offensive
Economy of Force
Unity of Command
Simplicity
Surprise
Security (USCG Pub 1, 2002, p. 64-65)

**Private Nonprofit Facility:** “(A) In General - The term “private nonprofit facility” means private nonprofit educational, utility, irrigation, emergency, medical, rehabilitational, and temporary or permanent custodial care facilities (including those for the aged and disabled) and facilities on Indian reservations, as defined by the President. (B) Additional Facilities – In addition to the facilities described in subparagraph (A), the term “private nonprofit facility” includes any private nonprofit facility that provides essential services of a governmental nature to the general public (including museums, zoos, performing arts facilities, community arts centers, libraries, homeless shelters, senior citizen centers, rehabilitation facilities, shelter workshops, and facilities that provide health and safety services of a governmental nature), as defined by the President.” (Stafford Act, June 2006 (FEMA 592), p. 15)

**Private Sector Senior Advisory Committee (PVTSAC):** “The Secretary of Homeland Security established the PVTSAC as a subcommittee of the HSAC [Homeland Security Advisory Committee] to provide the HSAC with expert advice from leaders in the private Sector.” (HHS, NIPP, 2006, p. 27)

**Probability:** The likelihood of a specific outcome, measured by the ratio of specific outcomes to the total number of possible outcomes. Probability is expressed as a number between 0 and 1, with 0 indicating an impossible outcome and 1 indicating an outcome is certain. (Standards Australia/New Zealand 1995)

**Probability Analysis:** The derivation of both the likelihood of incidents occurring and the likelihood of particular outcomes (or effects) should those events occur. (NSW 1989)

**Professional (Core Principle of Emergency Management):** “Professional: emergency managers value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship and continuous improvement.” (EM Roundtable, 2007, p. 4)

**Program and Capability Enhancement Plan:** “The analytical output of the Program and Capability Review will be captured in the Program and Capability Enhancement Plan. The Enhancement Plan is a comprehensive program management plan that looks at homeland security irrespective of preparedness funding streams.” (DHS, State Homeland Security Program and Capability Review Guidebook Vol. 1. October 2005, p. 5)

**Program and Capability Review:** “In the Program Review, States are essentially being asked to consider two high-level questions: 1) *Is the State program executing the appropriate activities to*
operate and manage the homeland security program? and 2) Has the State organized itself and established governance structures to effectively manage those activities? To answer these questions, States will evaluate current homeland security program management capacity, baseline operations, and future program needs. An effective homeland security program requires sound program management structures that help ensure the program is capable of conducting business across departments, agencies, and disciplines at all levels of government. Successful efforts to build capabilities hinge on effective homeland security program management and operations. Understanding program management challenges can help address homeland security needs that support statewide efforts to enhance and sustain capabilities.” (DHS, State Homeland Security Program and Capability Review Guidebook Vol. 1. October 2005, p. 5)


Project Impact: “James Lee Witt, director of the Federal Emergency Management Agency (FEMA), introduced Project Impact in 1997 in an effort to "protect families, businesses, and communities by reducing the impact of natural disasters," Through its four-pronged program, Project Impact builds safe communities when individuals, businesses, and community leaders take the following steps:

- Identify and recruit Project Impact partners in the community such as local government leaders, civic and volunteer groups, businesses, and individual citizens.

- Determine the community's risk for falling victim to natural disasters.

- Set priorities and target resources to reduce impact of future disasters.

- Keep the entire community informed and focused on Project Impact's ability to reduce damage and costs of future disasters.” (FEMA, Project Impact: Building A Disaster-Resistant Community, November 22, 1999)

Project Impact, Four Phases: “Essentially, Project Impact is a planning based approach that challenges and supports communities to become disaster resistant. FEMA encourages your community to participate in the four phases of the Project Impact Initiative.

Building Community Partnerships. This initiative is most effective if it draws upon the experiences, resources, and policies already in place in your community. Identify and recruit Project Impact Partners that reflect all sectors: local government leaders, civic and volunteer organizations, businesses, and individual citizens.

Assessing Risks. Identify hazards to determine which areas of your community are affected by disasters, how likely it is that the disaster may occur, and the magnitude of the disaster. Assess the vulnerability of buildings, utilities, and transportation systems serving the community.

Prioritizing Mitigation Efforts. Identify mitigation priorities and mitigation measures to address these priorities. Determine resources needed to implement these measures and identify potential sources for technical and financial assistance.
Communicating Success. Use the print, radio, and television media to build support for the Project Impact initiative and to bring the message of the benefits of mitigation to all residents and businesses in the community.” (FEMA, Disaster Prevention: A Catalyst for Change (Chapter 2), p 13)

Protected Critical Infrastructure Information (PCII) Accreditation Program: “The PCII Accreditation Program was established to uphold stringent safeguards while facilitating access to vital information for homeland security professionals. Under the PCII Accreditation Program, government entities may receive access to PCII after meeting certain requirements…. Individuals in an accredited entity must complete training on proper handling and safeguarding procedures and have a need to know specific PCII in order to gain access to it.” (DHS, PCII Accreditation Program, p 13)

Protected Critical Infrastructure Information (PCII) Program: “The PCII Program, part of the…DHS…is designed to encourage private industry to share its sensitive security-related business information with the Federal government. PCII is an information-protection tool that facilitates information sharing between the government and the private sector. DHS and other Federal, State and local analysts use PCII in pursuit of a more secure homeland, focusing primarily on:

- Analyzing and securing critical infrastructure and protected systems,
- Identifying vulnerabilities and developing risk assessments, and
- Enhancing recovery preparedness measures.

Information submitted, if it satisfies the requirements of the Critical Infrastructure Information Act of 2002, is protected from public disclosure under

The Freedom of Information Act,
State and local disclosure laws, and
Use in civil litigation.” (DHS, Protected Critical Infrastructure Information Pgm, 2007)

Protection: “Dictionary definitions for ‘protection’ and ‘protect’ are: ‘Protection: the act of protecting; the state of being protected…Protect: to cover or shield from exposure, injury, or destruction…’ The use of ‘protect’ in HSPD-7 [Homeland Security Presidential Directive] is aligned with the dictionary definition in that it maintains the defensive focus…The CITF [Critical Infrastructure Task Force] believes that protection, in isolation, is a brittle strategy. We cannot protect every potential target against every conceivable attack; we will never eliminate all vulnerabilities. Furthermore, it is virtually impossible to define a desired end-state – to quantify how much protection is enough – when the goal is to reduce vulnerabilities. In contrast, a dictionary definition for ‘resilience’ is: ‘Resilience: an ability to recover from or adjust easily to misfortune or change’.” (Critical Infrastructure Task Force 2006, 4)

Protection: “Protection instills a defender’s view (i.e, from the inside out) and lessens the ability to see and effectively anticipate what the enemy may see looking from the outside in – what has been termed the ‘predator’s view’.” (Critical Infrastructure Task Force 2006, 15)
Protection: “Actions to mitigate the overall risk to CI/KR assets, systems, networks, or their interconnecting links resulting from exposure, injury, destruction, incapacitation, or exploitation. In the context of the NIPP, protection includes actions to deter the threat, mitigate vulnerabilities, or minimize consequences associated with a terrorist attack or other incident. Protection can include a wide range of activities, such as hardening facilities, building resiliency and redundancy, incorporating hazard resistance into initial facility design, initiating active or passive countermeasures, installing security systems, promoting workforce surety, and implementing cyber security measures, among various others.” (DHS, NIPP, 2006, p. 104)

PSG: Port Security Grant Program.

PSIC: Public Safety Interoperable Communications Grant Program.

Public Assistance (PA): Supplementary Federal assistance provided pursuant to a Presidential Declaration of emergency or major disaster under the Stafford Act to State and local governments or certain private, not-for-profit organizations other than assistance for the direct benefit of individuals and families. (FEMA/EMI 1996)

Public Assistance (PA): “Under a major disaster declaration, Public Assistance may be approved to fund a variety of projects, including:

- Debris clearance, when in the public interest, on public or private lands or waters.
- Emergency protective measures for the preservation of life and property.
- Repair or replacement of public roads, streets, and bridges.
- Repair or replacement of public water control facilities (dikes, levees, irrigation works, and drainage facilities).
- Repair or replacement of public buildings, utilities, and related equipment.
- Repair or restoration of public recreational facilities and parks.” (FEMA, Disaster Basics (IS-292), May 24, 2007 update, p. A-9, Glossary)

Public Facility: “‘Public facility’ means the following facilities owned by a State or local government: (A) Any flood control, navigation, irrigation, reclamation, public power, sewage treatment and collection, water supply and distribution, watershed development, or airport facility. (B) Any non-Federal-aid street, road, or highway. (C) Any other public building, structure, or system, including those used for educational, recreational, or cultural purposes. (D) Any park.” (Stafford Act, June 2006 (FEMA 592), p, 15)

Public Health: “The term ‘public health’ means the science and practice of protecting and improving the overall health of the community through disease prevention and early diagnosis, control of communicable diseases, health education, injury prevention, sanitation, and protection from environmental hazards.” (White House, HSPD 21, October 18, 2001)
Public Health and Medical Preparedness: “The term ‘public health and medical preparedness’ means the existence of plans, procedures, policies, training, and equipment necessary to maximize the ability to prevent, respond to, and recover from major events, including efforts that result in the capability to render an appropriate public health and medical response that will mitigate the effects of illness and injury, limit morbidity and mortality to the maximum extent possible, and sustain societal, economic, and political infrastructure.” (White House, HSPD 21, October 18, 2001)

Public Health and Medical Preparedness Critical Components: “…the four most critical components of public health and medical preparedness are

- biosurveillance,
- countermeasure distribution,
- mass casualty care, and
- community resilience.

Although those capabilities do not address all public health and medical preparedness requirements, they currently hold the greatest potential for mitigating illness and death and therefore will receive the highest priority in our public health and medical preparedness efforts. Those capabilities constitute the focus and major objectives of this Strategy.” (White House, HSPD 21, October 18, 2001)

Public Health and Medical Preparedness Principles: “This Strategy draws key principles from the National Strategy for Homeland Security (October 2007), the National Strategy to Combat Weapons of Mass Destruction (December 2002), and Biodefense for the 21st Century (April 2004) that can be generally applied to public health and medical preparedness. Those key principles are the following:

(1) preparedness for all potential catastrophic health events;
(2) vertical and horizontal coordination across levels of government, jurisdictions, and disciplines;
(3) a regional approach to health preparedness;
(4) engagement of the private sector, academia, and other nongovernmental entities in preparedness and response efforts; and
(5) the important roles of individuals, families, and communities.” (WH, HSPD 21, 18Oct2001)

Public Health Emergency: “Defined by the Model State Emergency Health Powers Act (MSEHPA): An occurrence or imminent threat of an illness or health condition that is believed to be caused by: (1) bioterrorism; (2) the appearance of a novel or previously controlled or eradicated infectious agent or biological toxin; (3) a natural disaster; (4) a chemical attack or accidental release; or (5) a nuclear attack or accident. It must pose a high probability of a large number of deaths in the affected population, or a large number of serious or long-term disabilities in the affected population, or widespread exposure to an infectious or toxic agent that poses a significant risk of substantial future harm to a large number of people in the affected population.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-10)
Public Health Emergency Preparedness Cooperative Agreement, CDC, HHS: “The purpose of the Division of State and Local Readiness' cooperative agreement program is to upgrade and integrate State and local public health jurisdictions' preparedness for and response to terrorism and other public health emergencies with Federal, State, local, and tribal governments, the private sector, and Non-Governmental Organizations (NGOs). These emergency preparedness and response efforts are intended to support the NRP and NIMS. Activities included in the cooperative agreement are designed to develop emergency-ready public health departments.” (DHS/ODP, FY 2006 EMPG Program Guidance, November 2005, p. 11)

Public Health Security and Bioterrorism Preparedness and Response Act of 2002 (Bioterrorism Act): “Public Law 107-188, 42 U.S.C. 247d and 300hh, June 12, 2002, is designed to improve the ability of the United States to prevent, prepare for, and respond to bioterrorism and other public health emergencies. Key provisions of the act address the development of a national preparedness plan designed to provide effective assistance to State and local governments in the event of bioterrorism or other public health emergencies; operation of the National Disaster Medical System to mobilize and respond to public health emergencies; grant programs for the education and training of public health professionals and improving State, local, and hospital preparedness for and response to bioterrorism and other public health emergencies; streamlining and clarifying communicable disease quarantine provisions; enhancing controls on dangerous biological agents and toxins; and protecting the safety and security of food and drug supplies.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 68) [This Act can be accessed at: http://www.fda.gov/oc/bioterrorism/bioact.html]

Public Health Service Act: “The Public Health Service Act provides a general grant of authority for Federal-State cooperation and authorizes the Secretary of Health and Human Services to develop and take such action as may be necessary to implement a plan under which the personnel, equipment, medical supplies and other resources of the Service and other agencies under the jurisdiction of the Secretary may be effectively used to control epidemics of any disease or condition and to meet other health emergencies and problems, 42 U.S.C. 243. The Secretary is further empowered to extend temporary assistance to States or localities to meet health emergencies. During an emergency proclaimed by the President, the President has broad authority to direct the services of the Public Health Service, see 42 U.S.C. 217. Under that section, the President is authorized to ‘utilize the [Public Health] Service to such extent and in such manner as shall in his judgment promote the public interest.’ Additionally, under 42 U.S.C. 264, the Surgeon General is authorized to make and enforce quarantine regulations ‘necessary to prevent the introduction, transmission, or spread of communicable diseases’ from foreign countries into the states or possessions, or from one state or possession to another. The diseases for which a person may be subject to quarantine must be specified by the President through an Executive Order.” (DHS, National Response Plan (Draft #1), February 25, 2004, p.71)

Public Safety Interoperable Communications Grant Program (PSIC): “…assists public safety agencies in the acquisition of, deployment of, or training for the use of interoperable communications systems that can utilize reallocated public safety spectrum in the 700 MHz band for radio communication.” (DHS, State Contacts & Grant Award, July 18, 2007 Update)
Quadrennial Homeland Security Review (QHSR): From the 9/11 Act of 2007 (Public Law 110-53, August 3, 2007, Sec. 707 (6USC 347) Quadrennial Homeland Security Review): “In fiscal year 2009, and every 4 years thereafter, the Secretary shall conduct a review of the homeland security of the Nation (in this section referred to as a ‘quadrennial homeland security review’). “(2) SCOPE OF REVIEWS.—Each quadrennial homeland security review shall be a comprehensive examination of the homeland security strategy of the Nation, including recommendations regarding the long-term strategy and priorities of the Nation for homeland security and guidance on the programs, assets, capabilities, budget, policies, and authorities of the Department [DHS].” (9/11 Act of 2007, p. 544)

“In each quadrennial homeland security review, the Secretary shall—
(1) delineate and update, as appropriate, the national homeland security strategy, consistent with appropriate national and Department strategies, strategic plans, and Homeland Security Presidential Directives, including the National Strategy for Homeland Security, the National Response Plan, and the Department Security Strategic Plan;
(2) outline and prioritize the full range of the critical homeland security mission areas of the Nation;
(3) describe the interagency cooperation, preparedness of Federal response assets, infrastructure, budget plan, and other elements of the homeland security program and policies of the Nation associated with the national homeland security strategy, required to execute successfully the full range of missions called for in the national homeland security strategy described in paragraph (1) and the homeland security mission areas outlined under paragraph (2);
(4) identify the budget plan required to provide sufficient resources to successfully execute the full range of missions called for in the national homeland security strategy described in paragraph (1) and the homeland security mission areas outlined under paragraph (2);
(5) include an assessment of the organizational alignment of the Department with the national homeland security strategy referred to in paragraph (1) and the homeland security mission areas outlined under paragraph (2); and
(6) review and assess the effectiveness of the mechanisms of the Department for executing the process of turning the requirements developed in the quadrennial homeland security review into an acquisition strategy and expenditure plan within the Department.” (9/11 Act of 2007, pp. 544-545)

**Radiation:** Emission or transfer of energy in the form of electromagnetic waves or particles. (WMO 1992, 492)

**Radiological Emergency:** A radiological incident that poses an actual, potential, or perceived hazard to public health or safety or loss of property. (FRERP, Appendix B)

**Radiological Emergency Preparedness (REP).**

**Radiological Emergency Preparedness Program (REPP):** “We will assist State, local, and tribal governments in the development of offsite radiological emergency preparedness plans within the emergency planning zones of Nuclear Regulatory Commission (NRC) licensees of commercial nuclear power facilities. REPP will continue to support the development of offsite
radiological emergency preparedness plans for the emergency planning zones of NRC licensees of commercial nuclear power facilities.” (FEMA, Vision for New FEMA, 12Dec2006, pp. 24-25)

**Radiological Emergency Response Teams (RERT's):** “Teams provided by EPA’s Office of Radiation and Indoor Air to support and respond to incidents or sites containing radiological hazards. These teams provide expertise in radiation monitoring, radionuclide analyses, radiation health physics, and risk assessment.” (USCG, IM Handbook, 2006, Glossary 25-20)

**RAMCAP:** Risk Analysis and Management for Critical Asset Protection. (DHS, NIPP 2006, 102)

**RAMP:** Remedial Action Management Program.

**Readiness Reporting System (RRS):** “Department of Homeland Security program to collect and manage continuity capability data and assessments of executive branch departments and agencies and their status to perform their Priority Mission Essential Functions (PMEFs) in support of the National Essential Functions (NEFs). The RRS will be used to conduct assessments and track capabilities at all times under all conditions, to include natural disasters, manmade incidents, terrorism, and war.” (Homeland Security Council, NCPIP, 2007, p. 67)

**Rebuilding and Revitalization:** “Rebuilding and revitalization efforts are distinguished from shorter-term recovery efforts not only by the length of time involved, but also by the scope and nature of the incident, the complexity of efforts required to regenerate infrastructure, and the effect on the social fabric of the community and region….

The majority of reconstruction efforts will occur beyond the Federal Government’s purview. However, the Federal Government, in collaboration with all stakeholders, will draw upon and apply the field’s most innovative thinking, lessons learned, and best practices to create a comprehensive framework for our Nation that fully appreciates free markets and the vast power of incentives and empowers individuals, businesses, and non-profit groups in the decisions about the future of their communities. In order to develop this new framework, our Nation must continue to assess the challenges in this area and provide recommendations to improve our ability to rebuild and revitalize areas following a catastrophic natural or man-made disaster. We must determine how Federal, State, local, and Tribal governments, the private and non-profit sectors, and communities can improve collaboration and develop recommendations that further economic renewal and help stabilize and reconstruct communities. In addressing these challenges, Federal, State, local, and Tribal governments, the private and nonprofit sectors, and communities must be focused on citizens – and not on bureaucracy or processes – and be guided by the concepts of compassion, speed, efficiency, common sense, and the devolution of as many decisions as reasonably possible to individual citizens, businesses, and communities.” (White House, National Strategy for Homeland Security. Washington, DC: Homeland Security Council, October 2007, p. 37-38)

**Recovery:** “Recovery involves actions, and the implementation of programs, needed to help individuals and communities return to normal. Recovery programs are designed to assist victims and their families, restore institutions to sustain economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery actions often
extend long after the incident itself. Recovery programs include mitigation components designed to avoid damage from future incidents. Typical recovery actions may include:
1. Repair and replacement of disaster damaged public facilities (roads, bridges, municipal buildings, schools, hospitals, qualified non-profits);
2. Debris cleanup and removal;
3. Temporary housing and other assistance for disasters victims and their families;
4. Low-interest loans to help individuals and businesses with long-term rebuilding and mitigation measures;
5. Restoration of public services (electric power, water, sewer, telephone);
6. Crisis counseling and mental health;
7. Disaster unemployment; and
8. Planning and programs for long-term economic stabilization, community recovery and mitigation.” (DHS, National Response Plan (Draft #1), Feb. 25, 2004, p. 16)

Recovery: “The development, coordination, and execution of service- and site-restoration plans for impacted communities and the reconstitution of government operations and services through individual, private sector, nongovernmental, and public assistance programs that identify needs and define resources; provide housing and promote restoration; address long-term care and treatment of affected persons; implement additional measures and techniques, as feasible; evaluate the incident to identify lessons learned; and develop initiatives to mitigate the effects of future incidents.” (DHS, NIPP, 2006, p. 104)

Recovery: The coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well-being. (EMI Australia 1996)

Recovery: Those long-term activities and programs beyond the initial crisis period of an emergency or disaster and designed to return all systems to normal status or to reconstitute these systems to a new condition that is less vulnerable. (FEMA, 1992)

Recovery: “Recovery is the effort to restore infrastructure and the social and economic life of a community to normal, but it should incorporate mitigation as a goal. For the short term, recovery may mean bringing necessary lifeline systems (e.g., power, communication, water and sewage, and transportation) up to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter) and ensuring that the societal needs of individuals and the community are met (e.g., maintain the rule of law, provide crisis counseling, demonstrate that people do care and that help is becoming available). Once some stability is achieved, the jurisdiction can begin recovery efforts for the long term, restoring economic activity and rebuilding community facilities and family housing with attention to long-term mitigation needs.” (FEMA, Guide For All-Hazard Emergency Operations Planning (SLG 101), 1996, p. 9)

Recovery: Activities traditionally associated with providing Federal supplemental disaster recovery assistance under a Presidential major disaster declaration. These activities usually begin within days after the event and continue after the response activities’ cease. Recovery includes individual and public assistance programs, which provide temporary housing assistance, grants and loans to eligible individuals and government entities to recover from the effects of a disaster. (FEMA FRP, 1999, Appendix B)
Recovery: “Rebuilding communities so individuals, businesses, and government infrastructure can function on their own, return to normalcy, and are protected against future hazards.” (FEMA. *A Nation Prepared – FEMA Strategic Plan – Fiscal Years 2003-2008*, 2002, p. 59 (Glossary))

Recovery: “The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private sector, nongovernmental, and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; postincident reporting; and development of initiatives to mitigate the effects of future incidents.” (FEMA, *National Incident Management System (FEMA 501/Draft)*, August 2007, pp. 156-157)

Recovery: “The phase beyond response that addresses physical and financial restoration of the impacted population and area, including developing and implementing strategic plans for full restoration, improvement and growth. Activities include development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; and post-incident reporting.” (HHS, *Medical Surge Capacity and Capability Handbook*, August 2004, p. D-10, Glossary)

Recovery: “The process of restoring community infrastructure and social and economic systems following an emergency or disaster.” (Michigan DEM, 1998, 7)

Recovery: “Activities and programs designed to return conditions to a level that is acceptable to the entity.” (NFPA 1600, 2007, p. 8)

“Recovery programs are designed to assist victims and their families, restore institutions to suitable economic growth and confidence, rebuild destroyed property, and reconstitute government operations and services. Recovery actions often extend long after the incident itself. Recovery programs include mitigation components designed to avoid damage from future incidents.” (NFPA 1600, 2007, p. 11-12)

Recovery: “Recovery activities continue until all systems return to normal or better. They include two sets of activities: Short-term recovery activities return vital life-support systems to minimum operating standards (for example, cleanup, temporary housing). Long-term recovery activities may continue for a number of years after a disaster. Their purpose is to return life to normal, or improved levels (for example, redevelopment loans, legal assistance, and community planning).” (NGA, *Comprehensive Emergency Management Governors’ Guide*, 1979, p. 13)

Recovery: “…recovery measures encompass what has traditionally been called reconstruction and recovery; ultimately the rebuilding of the disaster-impacted community.” (Peterson and Perry 1999, 242; citing Drabek, 1986)
Recovery: “…rebuilding communities so individuals, businesses, and governments can function on their own, return to normal life, and protect against future hazards.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1399)

Recovery: “Decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to reduce disaster risk.” World Health Organization, Mass Casualty Management Systems, April 2007, p. 31)

Recovery (Homeland Security): “As an essential component of homeland security, the United States will build and maintain various financial, legal, and social systems to recover from all forms of terrorism. We must, therefore, be prepared to protect and restore institutions needed to sustain economic growth and confidence, rebuild destroyed property, assist victims and their families, heal psychological wounds, and demonstrate compassion, recognizing that we cannot automatically return to the pre-attack norm.” (White House, National Strategy for HS, 2002, 3)

Recovery Objectives (DHS):

“Objective 5.1 Strengthen nationwide recovery plans and capabilities. We will work with our partners to ensure the Nation’s capability to recover from multiple or simultaneous disasters, including terrorist use of weapons of mass destruction, other man-made hazards and natural disasters, through the development and maintenance of short- and long-term plans and capabilities.” (DHS, Strategic Plan 2004, p. 32)

“Objective 5.2 Provide scalable and robust all-hazard recovery assistance: We will lead the Nation’s recovery from the impacts of disasters and emergencies. We will deliver timely and appropriate assistance to individuals and families following acts of terrorism, natural disasters and other emergencies, acknowledging the unique requirements of recovery from catastrophic disasters and weapons of mass destruction events. We will provide help to restore services and public facilities, and provide states and other partners with professional, readily deployable, trained and certified leaders and staff to manage all levels and types of disasters. We will make assistance available to states and local governments for the management, mitigation and control of local hazards and emergencies, which threaten to become major disasters.” (DHS, Strategic Plan 2004, p. 32)

Recovery Planning (Successful Steps): “

- Take advantage of the window of opportunity to develop an overall recovery strategy. The outside funding and technical assistance that becomes available after a disaster can help your community make progress on its long-term goals.
- Establish community goals and objectives. Take the time and effort to unite the community behind agreed-upon goals and objectives.
- Consider the planning process as well as the plan itself. Structure the planning process so that it is open and participatory, but also quickly leads to agreement on a broad framework for recovery.
- Employ multi-objective planning. Look for opportunities to reap multiple benefits when incorporating hazard mitigation and sustainable redevelopment concepts into your recovery efforts.
• **Be flexible.** The recovery process evolves rapidly and flexibility is mandatory. Keep your options open and take advantage of unexpected opportunities.

• **All sources of funding are fair game.** Don’t overlook non-disaster related grant programs. If expertise is not locally available, seek experienced grant writing assistance from other sources, such as regional or State agencies and the private sector.

• **Maximize community stakeholder involvement.** Recruit local corporations, foundations, and nonprofit or civic organizations to participate in the planning process.

• **Maximize the use of non-traditional partners.** Marshal local nonprofit groups and organizations to supplement Federal and State agency support.

• **Stay out of the weeds.** The recovery plan should be brief. Prioritize immediate, short-term, and long-term recovery actions; detailed design, architectural, and engineering plans can follow later.” *(FEMA, *Rebuilding For A More Sustainable Future: An Operational Framework*, November 1, 2000, p. 3-3)

**Recovery (Short Term):** “Short-term recovery is immediate and overlaps with response. It includes actions such as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes and providing food and shelter for those displaced by the disaster. Although called “short term,” some of these activities may last for weeks.” *(DHS/FEMA, *National Response Framework -- Federal Partner Guide* (Comment Draft), September 10, 2007, p. 18)

**Recovery (Short Term):** “Even as the immediate imperatives for response to an incident are being addressed, the need to begin recovery operations emerges. In an almost imperceptible evolution, response efforts will transition to short-term recovery operations, such as the restoration of interrupted utility services, reestablishment of transportation routes, and the provision of food and shelter for those displaced by the disaster – actions that will help individuals, communities, and the Nation return to a general state of normalcy. While short-term recovery efforts are the primary responsibility of States and communities, they also involve significant contributions from all sectors of our society – Federal, State, local, and Tribal governments, the private sector, nonprofit partners, as well as individual citizens. As the priorities and needs of an incident evolve, people, assets, and resources will be reassigned or demobilized to provide a flexible and scalable response, evolving as needs evolve, changing as the incident priorities change. As immediate life-saving and life-sustaining activities subside, and short-term recovery decisions are made over a period of weeks or even months, we must recognize that these efforts are steps to an effective transition to long-term rebuilding and revitalization efforts.” *(White House, *National Strategy for Homeland Security*, Homeland Security Council, October 2007, p. 37)

**Recovery Strategy:** “The recovery strategy should include provisions for the return of the following services, as applicable:

1. Critical infrastructure (water, gas, electricity, and waste management)
2. Telecommunications and cyber systems
3. Distribution systems or networks for essential goods (food, clothing, personal supplies, and services)
4. Transportation systems, networks and infrastructure
5. Built environment (including residential, commercial, and industrial uses)
(6) Psychosocial services
(7) Health services
(8) Continuity of governance systems.” (NFPA 1600, 2007, p. 16)

Region: “The term ‘region’ means—‘(A) any geographic area consisting of all or parts of 2 or more contiguous States that have a combined population of at least 1,650,000 or have an area of not less than 20,000 square miles, and that, for purposes of an application for a covered grant, is represented by 1 or more governments or governmental agencies within such geographic area, and that is established by law or by agreement 1 of 2 or more such governments or governmental agencies in a mutual aid agreement; or ‘(B) any other combination of contiguous local government units (including such a combination established by law or agreement of two or more governments or governmental agencies in a mutual aid agreement) that is formally certified by the Secretary as a region for purposes 9 of this Act with the consent of—‘(i) the State or States in which they are located, including a multi-State entity established by a compact between two or 13 more States; and ‘(ii) the incorporated municipalities, counties, and parishes that they encompass.” (US Congress, Implementing the 9/11 Commission Recommendations Act of 2007, August 7, 2007)

Regional: “A region is any area that is defined as such by resident stakeholders responsible for disaster preparedness and management. A region can be a municipality, a single state (or province), or a portion of a state and may be multi-jurisdictional or cross national borders. Regions generally have certain accepted cultural characteristics and geographic boundaries and tend to coincide with the service areas of the infrastructures that serve them.” (TISP, 2006, p. 2)

Regional Operations Center: “The temporary operations facility for the coordination of Federal response and recovery activities, located at the FEMA Regional Office (or Federal Regional Center) and led by the FEMA Regional Director or Deputy Director until the DFO becomes operational. Once the ERT-A is deployed, the ROC performs a support role for Federal staff at the disaster scene.” (FEMA, Guide For All-Hazard Emergency Ops Planning, 1996, GLO-9)

Regional Response Coordination Center (RRCC): “The RRCCs Coordinate initial regional and field activities; Deploy regional teams to assess the impact of the event, gauge immediate State needs and make preliminary arrangements to set up operational field facilities; Coordinate Federal support until a JFO is established; Establish a JIC to provide a central point for coordinating emergency public information activities.” (DHS, NRF Comment Draft, 2007, 42)

Regional Response Coordination Centers (RRCC): “A standing facility operated by DHS/EPR/FEMA that is activated to coordinate regional response efforts, establish Federal priorities, and implement local Federal program support until a JFO is established in the field and/or the PFO, FCO or FRC can assume their NRP coordination responsibilities.” (USCG, IM Handbook, 2006. Glossary 25-21)

Regional Response Teams (RRT’s): “Regional counterparts to the National Response Team, the RRT’s comprise regional representatives of the Federal agencies on the NRT and representatives of each State within the region. The RRT’s serve as planning and preparedness bodies before a response, and provide coordination and advice to the Federal OSC during

**Regulatory Floodway:** The area regulated by federal, state or local requirements to provide for the discharge of the base flood so the cumulative increase in water surface elevation is no more than a designated amount (not to exceed one foot as set by the National Flood Insurance Program).

**Regulatory Floodway:** “As defined under the NFIP, the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height.” (APA, *Planning For A Disaster-Resistant Community*, 2005, p. 84)

**Relief:** Assistance and/or intervention during or after disaster to meet the life preservation and basic subsistence needs. It can be of emergency or protracted duration. (UN 1992, 5)

**Relief:** “The provision of assistance during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short-term, or protracted duration.” (World Health Organization, *Mass Casualty Management Systems*, April 2007, p. 31)

**Remedial Action Management Program (RAMP):** A “program that will identify and remedy operational and programmatic issues encountered in disaster response and recovery operations and exercises…. it will also capture lessons learned and smart practices that will become part of a Web-based national library accessible to all levels of government…. The RAMP replaces the Disaster Corrective Action Program and involves restructured procedures and new issue-management authorities.” (FEMA, *New Remedial Action Management Program Launched*. Press Release, July 23, 2003)

**REP:** Radiological Emergency Preparedness.

**Repetitive Flood Claims (RFC) Grant Program:** “The Repetitive Flood Claims (RFC) grant program provides funding to reduce or eliminate the long-term risk of flood damage to structures insured under the National Flood Insurance Program (NFIP) that have had one or more claim payments for flood damages. RFC funds may only mitigate structures that are located within a State or community that can not meet the requirements of the Flood Mitigation Assistance (FMA) program for either cost share or capacity to manage the activities. The long-term goal of the RFC program is to reduce or eliminate flood claims under the NFIP through mitigation activities that are in the best interest of the National Flood Insurance Fund (NFIF).” (FEMA, *Repetitive Flood Claims Program Guidance* (Fiscal Year 2008), October 30, 2007, p. 4)

**Repetitive Loss:** “Under the National Flood Insurance Program, the payment of at least $1,000 twice or more since 1978 for flood damages to the same property. Thus, such a property would be a repetitive loss property; a community with one or more such properties is a repetitive loss community. Repetitive loss projects are mandatory for such communities when participating in CRS.” (APA, *Planning For A Disaster-Resistant Community*, 2005, p. 84)

**REPP:** Radiological Emergency Preparedness Program.
**Resilience:** “Resiliency is defined as the capability of a system to maintaining its functions and structure in the face of internal and external change and to degrade gracefully when it must.” (Allenby and Fink 2005, 1034)

**Resilience:** The capacity to recover successfully from loss and damage. The central features of resilience appear to be access to resources (particularly finance), access to information and services, the capacity to manage one’s own affairs and the capacity to deal with the stress and emotions generated by the disaster. (Buckle 1995, 13)

**Resilience:** “…a dictionary definition [Merriam-Webster Online Dictionary] for ‘resilience’ is: ‘an ability to recover from or adjust easily to misfortune or change’. Strategies based on resilience accept that efforts to prevent attacks (reduce threats) and to defend against those attacks (reduce vulnerabilities), albeit necessary, will inevitably prove insufficient. Strategies based on resilience address all three components of the risk equation in an integrated fashion.” (Critical Infrastructure Task Force 2006, 4-5).

**Resilience:** “The ability at every level to detect, prevent, prepare for and if necessary handle and recover from disruptive challenges.” (Great Britain 2004, 1)

**Resilience:** “Resilience as a concept was initially used in ecology to describe the ability of ecosystems to resist and recover from external negative impacts (Blaikie and Brookfield, 1985). The term is increasingly used in the disaster management sphere and reflects a trend towards a holistic and proactive approach that has the community, and its ability to resist and recover as its focus. The term resilience brings together the components of the disaster cycle – response, recovery, mitigation and preparedness, utilizing a range of structural and non-structural approaches.” (O’Brien and Read 2005, 354)

**Resilience:** “Many attempts have been made to define ‘resilience’. The variety of academic definitions and concepts can be confusing. For operational purposes it is more useful to work with broad definitions and commonly understood characteristics. Using this approach, system or community resilience can be understood as:

- capacity to absorb stress or destructive forces through resistance or adaptation
- capacity to manage, or maintain certain basic functions and structures, during disastrous events
- capacity to recover or ‘bounce back’ after an event.

‘Resilience’ is generally seen as a broader concept than ‘capacity’ because it goes beyond the specific behaviour, strategies and measures for risk reduction and management that are normally understood as capacities. However, it is difficult to separate the concepts clearly. In everyday usage, ‘capacity’ and ‘coping capacity’ often mean the same as ‘resilience’.

A focus on resilience means putting greater emphasis on what communities can do for themselves and how to strengthen their capacities, rather than concentrating on their vulnerability to disaster or their needs in an emergency.
The terms ‘resilience’ and ‘vulnerability’ are opposite sides of the same coin, but both are relative terms. One has to ask what individuals, communities and systems are vulnerable or resilient to, and to what extent.” (Twigg, *Characteristics of a Disaster-resilient Community*, August 2007, p. 6)

**Resilience/Resilient:** “The capacity of a system, community or society to resist or to change in order that it may obtain an acceptable level in functioning and structure. This is determined by the degree to which the social system is capable of organizing itself, and the ability to increase its capacity for learning and adaptation, including the capacity to recover from a disaster.” (UN/ISDR 2002, 24)

**Resiliency:** “In the context of the NIPP, resiliency is the capability of an asset, system, or network to maintain its function during or to recover from a terrorist attack or other incident.” (DHS, NIPP 2006, p. 104)

**Resource Analysis:** The systematic identification and analysis of available resources and authorities for managing these potential resources in an emergency.

**Resource Management:** “Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual aid agreements and assistance agreements; the use of special Federal, State, tribal, and local teams; and resource mobilization protocols.” (FEMA, *National Incident Management System* (FEMA 501/Draft), August 2007, p. 157)

**Resource Management:** “A system for identifying available resources to enable timely and unimpeded access to resources needed to prevent, mitigate, prepare for, respond to, or recover from an incident.” (NFPA 1600, 2007, p. 8)

**A.5.6** The five key principles of resource management that underpin effective resource management are as follows:

1. **Advance Planning.** Entities work together in advance of an incident to develop plans for managing and employing resources in a variety of possible emergency circumstances.
2. **Resource Identification and Ordering.** Entities use standardized processes and methodologies to order, identify, mobilize, dispatch, and track the resources required to support incident management activities.
3. **Categorizing Resources.** Resources are categorized by size, capacity, capability, skill, and other characteristics.
4. **Use of Agreements.** Mutual aid/assistance agreements and pre-incident agreements among all parties providing or requesting resources are necessary to enable effective and efficient resource management during incident operations.
5. **Effective Management of Resources.** Resource managers use validated practices to perform the following key resource management tasks systematically and efficiently:
   a. **Acquisition Procedures.** Used to obtain resources to support operational requirements.
   b. **Management Information Systems.** Used to collect, update, and process data; track resources; and display their readiness status.
(c) Ordering, Mobilization, Dispatching, and Demobilization Protocols. Used to request resources, prioritize requests, activate and dispatch resources to incidents, and return resources to normal status.

To the extent practical and feasible, an entity should type resources according to established definitions, such as utilizing the Department of Homeland Security/FEMA’s National Mutual Aid and Resource Management Initiative Resource Type Definitions.

Resources for program administration as well as emergency operations should be specifically identified. These resources include, but are not limited to, the following:

1. The locations, quantities, accessibility, operability, and maintenance of equipment (heavy duty, protective, transportation, monitoring, decontamination, response, personal protective equipment)
2. Supplies (medical, personal hygiene, consumable, administrative, ice)
3. Sources of energy (electrical, fuel)
4. Emergency power production (generators)
5. Communications systems
6. Food and water
7. Technical information
8. Clothing
9. Shelter
10. Specialized personnel (medical, religious, volunteer organizations, emergency management staff, utility workers, morticians, and private contractors)
11. Specialized volunteer groups [Red Cross, amateur radio, religious relief organizations, charitable agencies, VOAD (Volunteer Organization Active in Disaster), COAD (Community Organization Active in Disaster), CERT (Community Emergency Response Team)]
12. External federal, state, provincial, tribal, territorial, and local agencies A resource should be available in a timely manner and should have the capability to do its intended function. Restriction on the use of the resource should be taken into account, and application of the resource should not incur more liability than would failure to use the resource. Finally, the cost of the resource should not outweigh the benefit.” (NFPA 1600, 2007, pp.15-16)

**Resource Management Concepts and Principles in DHS:** “The core concepts and principles of resource management as taught by DHS (and as defined in the NIMS Document) incorporate the following components: Resource management involves coordination and overseeing the application of tools, processes, and systems that provide incident managers with timely and appropriate resources during an incident. Resources include personnel, teams, facilities, equipment, and supplies. Resource management involves the four primary tasks noted below.

- The establishment of systems for describing, inventorizing, requesting, and tracking resources.
- The activation of these systems prior to and during an incident.
- The dispatching of resources prior to and during an incident.
- The deactivating or recalling of resources during or after an incident.
The underlying concepts that shall be included in NIMS resources management training include the following:

- Resource management provides a uniform method of identifying, acquiring, allocating, and tracking resources.
- Resource management uses effective mutual-aid and donor assistance and is enable by the standardized classification of kinds and types of resources required to support the incident management organization.
- Resource management uses a credentialing system tied to uniform training and certification standards to ensure the requested personnel resources are successfully integrated into ongoing incident operations.
- Resource management coordination is the responsibility of the EOCs and/or multi-agency coordination entities, as well as specific elements of the ICS structure (e.g., the Resources Unit).
- Resource management should encompass resources contributed by the private-sector and non-governmental organizations.
- Training dealing with NIMS resource management shall describe to participants the components of resource management and establish relationships between all elements of resource management with the multi-agency coordination system under NIMS.” (FEMA, National Incident Management System National Standard Curriculum Training Development Guidance, October 2005, pp. 25-26)

**Resource Management Objectives:** “…resource management objectives established shall include the following: (1) Personnel, equipment, training, facilities, funding, expert knowledge, materials, technology, information, intelligence, and the time frames within which they will be needed (2) Quantity, response time, capability, limitations, cost, and liability connected with using the involved resources (3) Resources and any needed partnership arrangements essential to the program.” (NFPA 1600, 2007, p. 8)

**Resource Management Tasks:** “Resource management shall include the following tasks: (1) Establishing processes for describing, inventorying, requesting, and tracking resources (2) Activating these processes prior to and during an incident (3) Dispatching resources prior to and during an incident (4) Deactivating or recalling resources during or after incidents (5) Contingency planning for shortfalls of resources.” (NFPA 1600, 2007, p. 8)

**Resource Tracking:** “A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and their associated organizations.” (FEMA, National Incident Management System Draft, August 2007, p. 157)

**Resource Typing:** “Categorizing by capability the resources that incident managers commonly request, deploy, and employ. Measurable standards identifying the capabilities and performance levels of resources serve as the basis for categories. Resource users at all levels identify these standards and then type resources on a consensus basis, with a national-level entity taking the coordinating lead. Resource kinds may be divided into subcategories (types) to define more precisely the resource capabilities needed to meet specific requirements. Resource typing is a continuous process designed to be as simple as possible to facilitate frequent use and accuracy in
obtaining needed resources. To allow resources to be deployed and used on a national basis, the NIMS Integration Center is responsible for defining national resource typing standards.” (DHS, *The National Incident Management System*, March 2004, pp. 45-46.)

**Resource Typing:** “Resource typing is categorizing, by capability, the resources requested, deployed, and used in incidents. Measurable standards identifying the capabilities and performance levels of resources serve as the basis for categories. Resource users at all levels utilize these standards to identify and inventory resources. Resource kinds may be divided into subcategories to define more precisely the resource capabilities needed to meet specific requirements. Resource typing is a continuous process designed to be as simple as possible to facilitate frequent use and accuracy in obtaining needed resources. To allow resources to be deployed and used on a national basis, the NIC (with input from Federal, State, tribal, local, private sector, NGOs, and national professional organizations) is responsible for facilitating the development and issuance of national standards for the typing of resources and ensuring that these typed resources reflect operational capabilities.” (FEMA, *NIMS Draft*, Aug. 2007, p. 41)

**Resource Typing (Measures):** “Measures are standards. The measures used will depend on the kind of resource being typed. The mission envisioned determines the specific measure selected. The measure must be useful in describing a resource’s capability to support the mission. Measures should identify capability and/or capacity. As an example, one measure for a disaster medical assistance team is the number of patients it can care for per day. An appropriate measure for a hose might be the number of gallons of water per hour that can flow through it.” (FEMA, *National Incident Management System* (FEMA 501/Draft), August 2007, p. 42)

**Resource Typing (National Categories):**
- Transportation
- Communications
- Public Works and Engineering
- Firefighting
- Information and Planning
- Law Enforcement and Security
- Mass Care
- Resource Management
- Health and Medical
- Search and Rescue
- Hazardous Materials Response
- Food and Water
- Energy
- Public Information
- Animals and Agricultural Issues
- Volunteers and Donations


**Resource Typing Standards:** “Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The FEMA/NIMS Integration Center Resource typing definitions provide emergency responders with the information and
Response: “Response includes activities to address the immediate and short-term actions to preserve life, property, environment, and the social, economic, and political structure of the community. Response activities include:

1. Emergency shelter, housing, food, water and ice;
2. Search and rescue;
3. Emergency medical and mortuary services;
4. Public health and safety;
5. Decontamination following a chemical, biological or radiological attack;
6. Removal of threats to the environment;
7. Emergency restoration of critical services (electric power, water, sewer, telephone);
8. Transportation, logistics, and other emergency services;
9. Private sector provision of needed goods and services through contracts or donations; and
10. Secure crime scene, investigate and collect evidence.” (DHS, National Response Plan (Draft #1), February 25, 2004, p. 16)

Response: “Activities that address the short-term, direct effects of an incident, including immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into the nature and source of the threat; ongoing surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.” (DHS, National Infrastructure Protection Plan, 2006, pp. 104-105)

Response: “The term ‘response’ as used in this Framework includes immediate actions to save lives, protect property and meet basic human needs. Response also includes the execution of emergency operations plans, actions to support short-term recovery and some short-term mitigation activities. The Framework is always in effect and can be implemented as needed on a flexible, scalable basis that can help improve response. Response does not include prevention, protection or long-term recovery and restoration activities needed by communities to rebuild their way of life.” (DHS, National Response Framework Comment Draft, 2007, p. 7)

Response: Those activities and programs designed to address the immediate and short-term effects of the onset of an emergency or disaster. (FEMA, 1992)

Response: “The onset of an emergency creates a need for time-sensitive actions to save lives and property, as well as for action to begin stabilizing the situation so that the jurisdiction can regroup. Such response actions include notifying emergency management personnel of the crisis, warning and evacuating or sheltering the population if possible, keeping the population informed, rescuing individuals and providing medical treatment, maintaining the rule of law, assessing damage, addressing mitigation issues that arise from response activities, and even
Response: Activities to address the immediate and short-term effects of an emergency or disaster. Response includes immediate actions to save lives, protect property, and meet basic human needs. Based on the requirements of the situation, response assistance will be provided to an affected State under the Federal Response Plan using a partial activation of selected Emergency Support Functions (ESF’s) or the full activation of all 12 ESF’s to meet the needs of the situation. (FEMA, FRP, 1999, Appendix B)

Response: “Conducting emergency operations to save lives and property, including positioning emergency equipment and supplies; evacuating potential victims; providing food, water, shelter, and medical care to those in need; and restoring critical public services.” (FEMA, A Nation Prepared – FEMA Strategic Plan – Fiscal Years 2003-2008, 2002, p. 59 (Glossary))

Response: “Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities may include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-10, Glossary)

Response: “Carrying out time-sensitive actions to save lives and protect property during an emergency or disaster. In addition to managing the response, actions can include fire fighting, protective actions by law enforcement, warning, evacuation, mass care, emergency public information, search and rescue, health and medical care, resource management, and other activities.” (Michigan DEM 1998, 7)

of a hazardous materials incident include analyzing the incident, planning the response, implementing the planned response, and evaluating progress.” (NFPA 471, 1997, p. 8)

Response: “Immediate and ongoing activities, tasks, programs, and systems to manage the effects of an incident that threatens life, property, operations, or the environment.” (NFPA 1600, 2007, p. 8)

“The response of an entity to a disaster or other significant event that might impact the entity. Activities, tasks, programs, and systems can include the preservation of life, meeting basic human needs, preserving business operations, and protecting property and the environment. An incident response can include evacuating a facility, initiating a disaster recovery plan, performing damage assessment, and any other measures necessary.” (NFPA 1600, 2007, p. 8)

Response: “Response activities follow an emergency or disaster. Generally, they are designed to provide emergency assistance for casualties (for example, search and rescue, emergency shelter, medical care, mass feeding). They also seek to reduce the probability of secondary damage (for example, shutting off contaminated water supply sources, cordoning off and patrolling looting-prone areas) and to speed recovery operations (for example, damage assessment).” (NGA, Comprehensive Emergency Management Governors Guide, 1979, p. 13)

Response: “Response refers to actions undertaken immediately before and during impact to reduce primary and secondary negative effects.” (Peterson and Perry 1999, 242)

Response: “…emergency operations to save lives and property through positioning emergency equipment, personnel, and supplies, through evacuating potential victims, through providing food, water, shelter, and medical care to those in need, and through restoring critical public services.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1399)


Response Asset Inventory (NIMS): “An inventory of the jurisdiction’s resources that have been identified and typed according to NIMS Resource Typing Standards. Development of a Response Asset Inventory requires resource typing of equipment, personnel, and supplies identified in the inventories of State resources.” (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 9)

Response Assets: Resources that include equipment, personnel and supplies that are used in activities that address the effect of an incident. (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 9)

Response Doctrine: “Our national response doctrine defines basic roles, responsibilities and operational concepts for incident response across all levels of government and with the private sector. The overarching objective of response activities centers upon saving lives and protecting property. Five elemental principles of operations animate incident response actions in support of
the nation’s response mission. Taken together, these five principles of operation constitute national response doctrine.

Our response doctrine is rooted in America’s federal system and our Constitution’s division of responsibilities between Federal and State governments. Because this doctrine reflects the history of emergency management and the distilled wisdom of first responders and leaders at all levels, it gives elemental form to the Framework.

But our response doctrine “evolves in response to changes in the political and strategic landscape, lessons learned from operations, and the introduction of new technologies. Doctrine influences the way in which policy and plans are developed, forces are organized and trained, and equipment is procured. It promotes unity of purpose, guides professional judgment and enables [first responders] to fulfill their responsibilities.”

Response Doctrine: Key Principles: (DHS, Introducing the NRF, 2007, p. 4)

Engaged Partnerships. Leaders at all levels must communicate and actively support engaged partnerships to develop shared goals and align capabilities so that none allows the other to be overwhelmed in times of crisis.

Tiered Response. Incidents must be managed at the lowest possible jurisdictional level and supported by additional response capabilities when needed.

Scalable, Flexible and Adaptable Operational Capabilities. As incidents change in size, scope and complexity, the response must adapt to meet requirements.

Unity of Effort Through Unified Command. Effective unified command is indispensable to all response activities and requires clear understanding of the roles and responsibilities of each participating organization.

Readiness To Act. Effective incident response requires readiness to act balanced with an understanding of risk. From individuals, families and communities to local, State and Federal agencies, national response depends on the instinct and ability to act.

Response, DHS Response Objectives:

Objective 4.1 Reduce the loss of life and property by strengthening nationwide response readiness: “The Nation must have a vigorous capability to respond when disaster strikes. We will strengthen the national capability to respond to disasters of all types, including terrorism, through the integration of Department of Homeland Security response systems and teams and the completion of catastrophic all-hazard plans for the Nation’s most vulnerable communities and geographic areas, including tactical elements to ensure coordinated response operations, logistics

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and support. We will provide health and medical response readiness through integrated planning, surge capacity to address health and medical emergencies or acts of terrorism and will develop the logistical capacity to provide intermediate emergency housing to large displaced populations following major disasters.” (DHS, Strategic Plan 2004, p. 28)

Objective 4.2 Provide scalable and robust all-hazard response capability: The Nation will know it can rely on us to respond in time of need. We will provide and coordinate a quick and effective response when state, local and tribal resources are overwhelmed by disasters and emergencies. We will bring the right people and resources to bear where and when they are needed most, including medical, urban search and rescue, and incident management capabilities, and will assist all mariners in peril. We will provide integrated logistical support to ensure a rapid and effective response and coordinate among Department of Homeland Security and other federal, state and local operations centers consistent with national incident command protocols. We will work with our partners to create and implement a National Incident Management System and a single, all-discipline National Response Plan that will strengthen the Nation’s ability to respond to catastrophic events of all types, including terrorism. (DHS, Strategic Plan 2004, p. 29)

Response, Roles and Responsibilities of Key Actors: “Disaster response has traditionally been handled by State, local, and Tribal governments, with the Federal Government and private and non-profit sectors playing supporting and ad hoc roles, respectively. A lack of clarity regarding roles and responsibilities across these levels can lead to gaps and seams in our national response and delay our ability to provide life-saving support when needed. Accordingly, we must better articulate how roles, responsibilities, and lines of authority for all response stakeholders are fulfilled across all levels of government and among the private and nonprofit sectors so that each understands how it supports the broader national response. We will continue to base our Federal planning and response efforts on the premise that the vast majority of incidents will be handled at the lowest jurisdictional level possible, with the Federal Government anticipating needs and assisting State, local, and Tribal authorities upon request, when their capabilities are insufficient, or in special circumstances where Federal interests are directly implicated. Public-private partnerships also are essential, and we will work together to better define the roles that the private and non-profit sectors can play, particularly in their local communities, to achieve a more successful response.” (White House, National Strategy for Homeland Security, Homeland Security Council, October 2007, p. 32)

Retrofit: “Strengthening an existing structure to improve its resistance to the effects of earthquakes.” (USGS, Putting Down Roots in Earthquake Country, 2007, Glossary)

Retrofitting: “Reinforcement of structures to become more resistant and resilient to the forces of natural hazards.

Retrofitting involves consideration of changes in the mass, stiffness, damping, load path and ductility of materials, as well as radical changes such as the introduction of energy absorbing dampers and base isolation systems. Examples of retrofitting includes the consideration of wind loading to strengthen and minimize the wind force, or in earthquake prone areas, the strengthening of structures.” (UN/ISDR, Terminology: Basic Terms of Disaster Risk Reduction, March 31, 2004)
RFC: Repetitive Flood Claims.

Richter Scale: “A logarithmic scale for measuring the magnitude of an earthquake through the measurement of seismic waves recorded by seismographs at a point 60 miles from the epicenter. This measurement is very different from the severity of an earthquake's effects, measured on the Modified Mercalli Scale (defined above). Magnitude is related to wave amplitude and is recorded on a logarithmic scale. Each single-unit jump in magnitude reflects a 32-fold increase in seismic energy generated by the event.” (APA, Planning For A Disaster-Resistant Community, 2005, p. 84)

Richter Scale: Logarithmic magnitude scale of earthquake energy, illustrated by typical impacts.

Energies of earthquakes (Richter-scale Magnitude):

<table>
<thead>
<tr>
<th>Magnitude</th>
<th>Energies (TNT)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1.7 Kg</td>
</tr>
<tr>
<td>2</td>
<td>5.9 Kg</td>
</tr>
<tr>
<td>3</td>
<td>180 Kg</td>
</tr>
<tr>
<td>4</td>
<td>6 tons</td>
</tr>
<tr>
<td>5</td>
<td>199 tons</td>
</tr>
<tr>
<td>6</td>
<td>6,270 tons</td>
</tr>
<tr>
<td>7</td>
<td>100,000 tons</td>
</tr>
<tr>
<td>8</td>
<td>6,270,000 tons</td>
</tr>
<tr>
<td>9</td>
<td>199,000,000 tons (Reference Center 1998)</td>
</tr>
</tbody>
</table>

Risk: A measure of the probability of damage to life, property, and/or the environment, which could occur if a hazard manifests itself, including the anticipated severity of consequences to people. (Unknown source)

Risk: “Risk is the product of hazard (H) and vulnerability (V) as they affect a series of elements (E) comprising the population, properties, economic activities, public services, and so on, under the threat of disaster in a given area….Risk is estimated by combining the probability of events and the consequences (usually conceptualized as losses) that would arise if the events take place.” (Alexander, No Date, 1)

Risk: “The economics literature is intrinsically important to articulating an epistemological definition of risk in its characterization of risk being something different from uncertainty. The idea is that risk and uncertainty both relate to the unknown, but that risk is an attempt to ‘control’ the unknown by applying knowledge based on the orderliness of the world. Uncertainty, on the other hand, represents the totally random unknown and thus cannot be controlled or predicted.” (Althaus 2005, 568)

Risk: Risk = Likelihood x Consequence. (Ansell and Wharton 1992, 100)

Risk: Risk is defined as: Risk = Hazard x Vulnerability divided by Disaster Management, where “Risk is defined as the scope of consequences (loss of life, damage to property or the environment…. Hazard is defined as the ‘Punch of Nature’ (external forces)….Vulnerability is defined as the weakness/strength of the element at risk…Disaster Management is defined as a
A comprehensive strategy based on a set of activities to reduce the risk by: 1. Reduction of the vulnerability of the elements at risk. 2. Ensuring that adequate measures are implemented before disaster strikes. 3. Responding as efficiently and effectively as possible to disasters when they occur. 4. Assuring a sustainable development of the region stricken.” (Benouar and Mimi 2001, 6)

**Risk:** “Risk is nothing more than the consequences of hazard.” (Bezek 2002)

**Risk:** “We…need to identify and understand the links between risk, vulnerability, resilience and capacity that go beyond the iconic (though simplistic and misleading) formula of Risk = Vulnerability multiplied by Resilience and divided by Hazard.” (Buckle 2004, 8)

**Risk:** “…risk is when you know the possible range of things that may happen following a choice; uncertainty is when you don’t….Risk in its general form is when it is possible, at least in principle, to estimate the likelihood that an event (or set of events) will occur; the specific forms of those estimates are the probabilities of adverse consequences.” (Clarke 1999, 11)

**Risk:** The possibility of suffering harm from a hazard. (Cohrsen and Covello 1989, 7)

**Risk:** “…the three components of risk: threat, vulnerability, and consequence.” (Critical Infrastructure Task Force 2006, p. 4).

**Risk:** “…the measure of likelihood of occurrence of the hazard” (Cutter 1993, 2).

**Risk:** “Risk is the probability of an event occurring, or the likelihood of a hazard happening (Presidential/Congressional Commission on Risk Assessment and Risk Management 1997). Risk emphasizes the estimation and quantification of probability in order to determine appropriate levels of safety or the acceptability of a technology or course of action. Risk is a component of hazard.” (Cutter 2001, 3)

**Risk:** The probability that a hazardous event will occur and the expected loss of lives and goods due to vulnerability to prevailing hazards. (D&E Reference Center 1998)

**Risk:** The possibility of suffering harm from a hazard. (Deyle, et al. 1998, 121)

**Risk:** “Risk is generally defined as the combination of the frequency of occurrence, vulnerability, and the consequence of a specified hazardous event.” (DHS, NIPP, 2006, p. 29)

**Risk:** “A measure of potential harm that encompasses threat, vulnerability, and consequence. In the context of the NIPP, risk is the expected magnitude of loss due to a terrorist attack, natural disaster, or other incident, along with the likelihood of such an event occurring and causing that loss.” (DHS, NIPP, 2006, p. 105)

**Risk:** “…the potential losses associated with a hazard and, defined in terms of expected probability and frequency, exposure, and consequences” (FEMA 1997, Multi Hazard…Risk Assessment, xxi).
**Risk:** The estimated impact that a hazard would have on people, services, facilities, and structures in a community; the likelihood of a hazard event resulting in an adverse condition that causes injury or damage. Risk is often expressed in relative terms such as a high, moderate, or low likelihood of sustaining damage above a particular threshold due to a specific type of hazard event. It also can be expressed in terms of potential monetary losses associated with the intensity of the hazard (FEMA 2001 (August), a-6)

**Risk:** Risk “is the probability that a hazard will occur during a particular time period.” (Godschalk 1991, 132)

**Risk:** The potential for realization of unwanted, adverse consequences to human life, health, property, or the environment; estimation of risk is usually based on the expected result of the conditional probability of the event occurring times the consequence of the event given that it has occurred. (Gratt 1987, 244)

**Risk:** “The expected number of lives lost, persons injured, damage to property, and disruption of economic activity due to a particular natural phenomenon, and consequently the product of specific risk and elements at risk – UNDRO.” (Gunn 1990, 374.

**Risk:** Risk is an expression or possible loss over a specific period of time or number of operational cycles. It may be indicated by the probability of an accident times the damage in dollars, lives, or operating units. (Hammer 1972)

**Risk:** “A disaster risk is the probability of injury, loss of life, damage to property, disruption of services and activities, and negative environmental effects. The extent to which risk either increases or decreases is the result of interactions within a multiple chain of events.” (Jegillos 1999, 12)

**Risk:** “…a measure of the probability of deviation from the expected.” (Kloman 2001, 24)

**Risk:** “The western approach defines risk as the probability of physical harm due to technological or natural processes. However, we know that physical risks are always created and effected in social systems. Therefore, understanding risk means considering the social systems within which risk occur. Furthermore, within a social system, individuals do not necessarily share the same perceptions or risk and underlying risk factors…. In the expert knowledge system, disasters are seen as being driven primarily by hazard patters. By contrast, in a people-centered approach, the emphasis shifts from the hazard to a focus on socioeconomic vulnerability.” (Kotze 1999, 35)

**Risk:** “Risk refers to the probability that death, injury, illness, property damage, and other undesirable consequences will stem from a hazard” (Lerbinger 1997, 267).

**Risk:** “There are as many definitions of ‘vulnerability’ and ‘risk’ as there are agencies in federal, state, and local governments combined….Currently, there is no universally accepted definition of the most basic measures of criticality – vulnerability and risk.

“For example, the intelligence community typically defines ‘risk’ as $R = T + V$ (Threat plus Vulnerability). The FBI says ‘risk’ is $R = I \times T \times V$ (probability of an incident times threat times
A number of other methodologies use arbitrary metrics to gauge risk. The most popular method of gauging criticality of an asset such as a port, telecommunications center, water treatment plant, or transportation terminal is to assign numbers to each asset and then add them together. In ranked ordering systems such as the U.S. Coast Guard’s port security and risk assessment tool, risk is computed by summing assigned numbers to various properties such as damage, casualties, vulnerability, and threat. These numbers are provided by subject matter experts who, in turn, rely on their individual judgment when rating ‘vulnerability’ and ‘risk’. The port asset with the highest total is declared the most critical.

“The validity of this approach relies on subject matter experts, which does not address the problem of inconsistency across experts. This leads to uneven ranking, because every expert has a different idea of how to assign numbers. It also leads to meaningless totals, because of the different interpretations of what the numbers mean.

“The intelligence community’s risk equation is difficult to apply because it is not clear how one compares a low-threat, high-vulnerability asset with a high-threat, low-vulnerability asset. If we add threat and vulnerability together and get the same total, what is the difference? Clearly, a high-threat condition deserves closer scrutiny than a low-threat condition, regardless of the vulnerability, and yet R = T + V produces indistinguishable totals.…

“We need a standard, scientifically exact method of assessing vulnerability and risk. Only then will we be able to define vulnerability and risk. A standard definition means that states and localities will be able to compare apples to oranges, and that the result of vulnerability analysis will mean something – across the 50 states…. 

“Suppose for example, ‘vulnerability’ is defined as the probability that an attack will succeed and ‘risk’ is defined as the expected value of the damage caused by a successful attack. Vulnerability is a probability (a number from zero to 100% and risk is a cost (a number that represents the impact of an attack on an asset or entire sector). Mathematically, risk is V x D, where V = vulnerability and D is typically in units of dollars, casualties, or some other loss.” (Lewis and Darken 2005, 4-5)

Risk: “There are three components of risk – the magnitude of loss, the chance of loss, and the exposure of loss.” (MacCrimmon and Wehrung 1986, 10)

“The main definition of the verb ‘risk’ in the Oxford English Dictionary, is ‘to expose to the chance of injury or loss.’ …First, it is necessary that there be a potential loss of some amount (we will use ‘loss’ as a general expression to include ‘injury’). Second, there must be a chance of loss. A sure loss is not a risk. Third, the notion ‘to expose’ means that the decision maker can take actions that can increase (or decrease) the magnitude or chance of loss. Therefore ‘to risk’ implies the availability of choice.” (MacCrimmon and Wehrung 1986, 9)

Risk: Risk is when there is “accurate knowledge of a probability distribution of the consequences that will follow on each alternative.” (March and Simon, 1993)
**Risk:** Risk can be related directly to the concept of disaster, given that it includes the total losses and damages that can be suffered after a natural hazard: dead and injured people, damage to property and interruption of activities. Risk implies a future potential condition, a function of the magnitude of the natural hazard and of the vulnerability of all the exposed elements in a determined moment. (Maskrey 1989, 1)

**Risk:** “The term ‘risk’ is used in two ways. The first is to identify what is at risk from the threats generated by the hazard. The second is to identify the probability of losing community assets…” (May, *Concepts and Terminology*, 2000. p. 6)

**Risk:** The probability of an event or condition occurring. (Mileti, *Disasters By Design*, 1999, 106)

**Risk.** “A measure of the probability and severity of adverse effects that result from an exposure to a hazard.” (NFPA 1561, 2002, p. 8)

**Risk:** Technical definition as follows: Risk (consequence/unit time) = Frequency (events/unit time) x Magnitude (consequence/event). (Nuclear Regulatory Commission, *Reactor Safety Study* 1975)

**Risk:** “The probability, based on available data and scientific knowledge, of a disaster occurring in a particular place.” (Pearce 2000, Chapter 5, p. 27)

**Risk:** Defined in three ways:

1. With regard solely to the occurrence probability of the damaging event – a statistical concept.

2. With regard to both event probability and the degree and type of damage or potential damage (here, risk is seen as the product of event probability and severity of impact).

3. With regard to the distribution of power within society as well as to the distribution of costs and benefits. In other words, who bears and who imposes the risk? (Penning-Rowsell and Handmer 1990, 6; cited in Pearce 2000, Chapter 2, 20)

**Risk:** A function of two major factors: (a) the probability that an event, or series of events of various magnitudes, will occur, and (b) the consequences of the event(s). (Petak and Alkinson 1982)

**Risk:** The potential for unwanted negative consequences of an event or activity. (Rowe 1997)

**Risk:** “…three components…make up a standard risk equation – scenario, probability and consequence…the first component, scenario, challenges the imagination; and the second, probability, defies knowledge. But the third component of risk – consequence – is the outcome of the first two and the most important place to focus one’s energy.” (Scalet 2006)

**Risk:** The potential losses associated with a hazard, defined in terms of expected probability and frequency, exposure, and consequences. (Schwab, et al. 1998, 329)
**Risk:** For engineering purposes, risk is defined as the expected losses (lives lost, persons injured, damage to property, and disruption of economic activity) caused by a particular phenomenon. Risk is a function of the probability of particular occurrences and the losses each would cause. Other analysts use the term to mean the probability of a disaster occurring and resulting in a particular level of loss. A societal element is said to be at “risk”, or “vulnerable”, when it is exposed to known disaster hazards and is likely to be adversely affected by the impact of those hazards if and when they occur. The communities, structures, services, or activities concerned are described as elements at “risk”. Also, the FEMA damage and casualty production model for simultaneously handling multiple nuclear attacks to produce the spectrum of likely attack results and determine their associated possibilities. A pre-attack planning tool. (Simeon Institute 1992)

**Risk:** Risk is an integral part of life. Indeed, the Chinese word for risk “weij-jí” combines the characters meaning ‘opportunity/chance’ and ‘danger’ to imply that uncertainty always involves some balance between profit and loss. Since risk cannot be completely eliminated, the only option is to manage it. (Smith 1996, 54)

**Risk:** The probability per unit time of the occurrence of a unit cost burden. The cost burden may be measured in terms of injuries (fatalities or days of disability) or other damage penalties (expense incurred) or total social costs (including environmental intangibles). Risk thus involves the integrated combination of (a) the probability of occurrences, (b) the spectrum of event magnitudes, and (c) the spectrum of resultant personal injuries and related costs. (Starr, Rudman, and Whipple 1976)

**Risk:** The product of probability and consequences. (Tarrant 1997–98, 20)

**Risk:** “…the chance that some event that affects us adversely will occur.” (Terry 2001, 330) “…the chance of an adverse event happening and the consequences of that event taken together.” (331)

**Risk:** Expected losses (of lives, persons injured, property damaged and economic activity disrupted) due to a particular hazard for a given area and reference period. Based on mathematical calculations, risk is the product of hazard and vulnerability. (UN 1992, 5)

**Risk:** “The probability of harmful consequences, or expected loss (of lives, people injured, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human induced hazards and vulnerable/capable conditions. Conventionally risk is expressed by the equation Risk = Hazards x Vulnerability/Capacity.” (UN/ISDR 2002, 24)

**Risk:** The possibility of loss, injury, disadvantage or destruction; to expose to hazard or danger; to incur risk or danger. (Webster’s 1981)

**Risk:** Risk if the product of the probability of the occurrence of a hazard and its societal consequences. (Pearce 2000, Chapter 2, 21; citing Whyte and Burton, 1980)
**Risk Analysis:** Assesses probability of damage (or injury) and actual damage (or injury) that might occur, in light of a hazard and vulnerability analysis. *(Unknown source)*

**Risk Analysis:** “Risk analysis involves identifying, measuring or estimating and evaluating risk. There has been considerable debate between engineers and social scientists about whether risk can profitably and successfully be quantified, indeed, whether it is necessary to quantify at all *(Kleindorfer and Kunreuther 1987)*. Engineers (e.g. Lind 1987) regard risk analysis as a formal means of quantitatively evaluating the possible misfunctioning of a system by assigning probabilities to a set of predicted outcomes. Social scientists (e.g. Slovic 1987) argue that risk need not be quantified to be analyzed and that it is often sufficient to conceptualize a risk in order to know the magnitude of a problem. In general types of risk analysis, comparisons are often more meaningful than absolute numbers or probabilities, especially when the values are quite small, as people tend not to understand likelihoods expressed as small fractions.” *(Alexander, no date, 2)*

“Formal risk analysis is based upon the creation of an ensemble of scenarios which express what might happen as a chain of occurrences.” *(p. 3)*

**Risk Analysis:** “The term risk analysis is often used synonymously with risk assessment. In this book, however, risk assessment refers to the technical assessment of the nature and magnitude of a risk. Risk analysis includes those functions, as well as methods to best use the resulting information. Risk analysis includes methods for:

- Hazard identification
- Risk assessment
- Determining the significance of risk
- Communicating risk information.” *(Cohrsen and Covello 1989, 355)*

**Risk Analysis:** Estimates of the probability of various levels of injury and damage to provide a more complete description of the risk from the full range of possible hazard events in the area. *(Deyle, et al. 1998, 121-122)* Risk analysis makes “a quantitative estimate of damage, injuries, and costs likely to be experienced within a specified geographic area over a specific period of time.” *(Deyle, et al. 1998, 133-134)*

**Risk Analysis:** “…incorporates estimates of the probability of various levels of injury and damage to provide a more complete description of the risk from the full range of possible hazard events in the area” *(Deyle, French, Olshansky, and Paterson 1998, 121–122).*

**Risk Analysis:** Risk analysis is the most sophisticated level of hazard assessment. It involves making quantitative estimates of the damage, injuries, and costs likely to be experienced within a specified geographic area over a specific period of time. Risk, therefore, has two measurable components: (1) the magnitude of the harm that may result (defined through vulnerability assessment); and (2) the likelihood or probability of the harm occurring in any particular location within any specified period of time (risk = magnitude x probability). A comprehensive risk analysis includes a full probability assessment of various levels of the hazard as well as probability assessments of impacts on structures and populations. *(Deyle, French, Olshansky, and Paterson 1998, 134.)*
**Risk Analysis:** “Risk Analysis promotes disaster resilience by enabling individuals and communities to recover more rapidly from floods and other disasters through effective risk analysis and hazard mitigation planning. To achieve this objective, we will:

- Expand our coastal mapping activity which will improve accuracy of flood hazard maps for coastal areas as part of FEMA’s Flood Map Modernization effort.

- Provide data to assist State and local officials to prepare up-to-date hurricane evacuation plans and assess the accuracy of current plans through the Hurricane Evacuation Studies Program.

- Develop tools to ensure that efforts are made to properly address the vulnerabilities associated with the Nation’s at-risk dams; that States and local communities have current information about the safety of dams affecting their localities; and that emergency action plans are in place for high-risk dams.

- Provide technical assistance for conducting risk assessments to evaluate all hazards impacts on communities. These risk assessments are key supporting components of local and State mitigation plans, which raise risk awareness; enable State, local, and tribal officials to take advantage of mitigation resources and the full suite of post-disaster assistance; and help them comply with the Disaster Mitigation Act of 2000 which requires each State to have an approved hazard mitigation plan to receive Hazard Mitigation Assistance.” (FEMA, Vision for New FEMA, December 12, 2006, p. 27)

**Risk Analysis:** A detailed examination performed to understand the nature of unwanted, negative consequences to human life, health, property, or the environment; an analytical process to provide information regarding undesirable events; the process of quantification of the probabilities and expected consequences for identified risks. (Gratt 1987, 244)

**Risk Analysis:** The systematic use of available information to characterize risk. (Salter, 1997–98, p. 24)

**Risk Analysis:** “Systematic use of available information to determine how often specified events may occur and the magnitude of their likely consequences.” (World Health Organization, Mass Casualty Management Systems, April 2007, p. 31)

**Risk Assessment:** “A process by which the results of a risk analysis (i.e., risk estimates) are prepared for use in decisions, either through the relative ranking of risk reduction strategies or through comparison with risk criteria.” (Center for Chemical Process Safety 1995, xvii)

**Risk Assessment:** “refers to the technical assessment of the nature and magnitude of risk”. (Cohrssen and Covello, 1989)

**Risk Assessment:** “…emphasizes the estimation and quantification of risk in order to determine acceptable levels of risk and safety; in other words to balance the risks of a technology or activity against its social benefits in order to determine its overall social acceptability” (Cutter 1993, 2).
Risk Assessment: Determination of vulnerabilities and hazards in certain location to establish risks and risk probabilities. (D&E Reference Center 1998)

Risk Assessment: “Risk assessment includes one or more of the following components:

- Hazard identification,
- Dose-response assessment,
- Exposure assessment,
- Risk characterization.” (Environmental Protection Agency 1986)

Risk Assessment: The process of identifying the likelihood and consequences of an event to provide the basis for informed decisions on a course of action. (FEMA, FRP, 1992)

Risk Assessment: “…a process or method for evaluating risk associated with a specific hazard and defined in terms of probability and frequency of occurrence, magnitude and severity, exposure, and consequences” (FEMA, Multi Hazard..., 1997, p. xxi).

Risk Assessment: “Risk Assessment defines the potential consequences of a disaster based upon a combination of the community’s hazard and vulnerability identification.” (FEMA Project Impact, 1998, 17)

Risk Assessment: “Risk assessment is the process of measuring the potential loss of life, personal injury, economic injury, and property damage resulting from natural hazards by assessing the vulnerability of people, buildings, and infrastructure to natural hazards.

Risk assessment answers the fundamental question that fuels the natural hazard mitigation process: ‘What would happen if a natural hazard event occurred in your community.’”

A risk assessment tells you:

- “The hazards to which your state or community is susceptible;
- What these hazards can do to physical, social, and economic assets;
- Which areas are most vulnerable to damage from these hazards; and
- The resulting cost of damages or costs avoided through future mitigation projects.” (FEMA, Guide for All-Hazard Emergency Operations Planning (SLG 101), 2001, iii)

Risk Assessment: Risk assessment estimates the probable degree of injury and property damage in a given area over a specific time interval (Godschalk, Kaiser, and Berke 1998, 99.)

Risk Assessment: The process, including both risk analysis and risk management alternatives, of establishing information regarding and acceptable levels of that risk for an individual, group, society, or the environment. (Gratt 1987, 244)

Risk Assessment: “A risk assessment is an objective scientific assessment of the chance of experiencing loss or adverse consequences when physical and social elements are exposed to
potentially harmful natural and technological hazards, environmental impact, morbidity, and mortality.” (Hays and Ryland 2001)

**Risk Assessment:** “Risk assessment, is a systematic characterization of the probability of an adverse event and the nature and severity of that event (Presidential/Congressional Commission on Risk Assessment and Risk Management 1997). Risk assessments are most often used to determine the human health or ecological impacts of specific chemical substances, microorganisms, radiation, or natural events….In the natural-hazards field, risk assessment has a broader meaning, and involves a systematic process of defining the probability of an adverse event (e.g., flood) and where that event is most likely to occur.” (Hill and Cutter 2001, 15-16)

**Risk Assessment:** “…the quantitative evaluation of the likelihood of undesired events and the likelihood of harm or damage being caused together with the value judgments made concerning the significance of the results.” (Jones 1992, 27)

**Risk Assessment:** “…a basic risk assessment:

- Identifies the hazard,
- Profiles the hazard event,
- Inventories the assets that would be impacted (affected), and
- Estimates the losses that would result from events (floods) of different probability.”
  (Larson and Emmer 2004, Session 16, page 11)

**Risk Assessment:** “The entity shall identify hazards, monitor those hazards, the likelihood of their occurrence, and the vulnerability of people, property, the environment, and the entity itself to those hazards.” (NFPA 1600, 2007, p. 8)

“A comprehensive risk assessment identifies the range of possible hazards, threats, or perils that have or might impact the entity, surrounding area, or critical infrastructure supporting the entity. The potential impact of each hazard, threat, or peril is determined by the severity of each and the vulnerability of people, property, operations, the environment, and the entity to each threat, hazard, or peril. The risk assessment should categorize threats, hazards, or perils by both their relative frequency and severity, keeping in mind that there might be many possible combinations of frequency and severity for each. The entity should attempt to mitigate, prepare for, plan to respond to, and recover from those threats, hazards, or perils that are able to significantly impact people, property, operations, the environment, or the entity itself.

A.5.3.1 A number of methodologies and techniques for risk assessment exist that range from simple to complex. These techniques and associated amplifying information include, but are not limited to, the following: (1) “What-if”: The purpose of the what-if analysis is to identify specific hazards or hazardous situations that could result in undesirable consequences. This technique has limited structure but relies on knowledgeable individuals who are familiar with the areas/operations/processes. The value of the end result is dependent on the team and the exhaustive nature of the questions they ask regarding the hazards. (2) Checklist: A specific list of items is used to identify hazards and hazardous situations by comparing the current or projected situations with accepted standards. The value of the end result is dependent on the
quality of the checklist and the experience/credentials of the checklist user. (3) What-if/checklist: This technique is a combination of the what-if and checklist techniques, and uses the strength of both techniques to complete the risk assessment. The what-if questions are developed and the checklist(s) used to encourage the creativity of the what-if process, as well as fill in any gaps in the process of developing questions. The value of the end result is dependent on the team and exhaustive nature of the questions they ask regarding the hazards. (4) Hazard and operability study (HAZOP): This technique requires an interdisciplinary team that is very knowledgeable of the areas/operations/processes to be assessed. This approach is thorough, time-consuming, and costly. The value of the end result depends on the qualifications/experience of the team, the quality of the reference material available, the ability of the team to function as a team, and strong, positive leadership. (5) Failure mode and effects analysis (FMEA): Each element in a system is examined individually and collectively to determine the effect when one or more elements fail. This is a bottom-up approach; that is, the elements are examined and the effect of failure on the overall system is predicted. A small interdisciplinary team is required. This technique is best suited for assessing potential equipment failures. The value of the end result is dependent on the credentials of the team and scope of the system to be examined. (6) Fault-tree analysis (FTA): This is a top-down approach where an undesirable event is identified and the range of potential causes that could lead to the undesirable event is identified. The value of the end result is dependent on the competence in using the FTA process, on the credentials of the team, and on the depth of the team’s analysis.” (NFPA 1600, 2007, p. 13-14)

Risk Assessment: “Risk assessment should be recognized as a process which consists of a number of steps. Whilst there is great diversity in the detailed approaches and methodologies used, all risk assessments share some common characteristics. The essential steps are hazard identification including information gathering, an estimation of consequences and frequencies, a characterizations of risk and an evaluation of the significance of the results, which then forms an input to a decision-making process.” (OECD Working Group 1995, 12)

Risk Assessment: “Risk assessment involves the clarification of the nature of a risk, including its probability of occurrence and likely intensity, and measuring its potential impact on people, property and the environment.” (Pine and Waugh 2005, 16-9)

Risk Assessment: A five-step process comprised of:

(1) Identification of undesired events.
(2) Analysis of the mechanisms by which undesired events could occur.
(3) Consideration of the extent of any harmful effects.
(4) Consideration of the likelihood of the undesired events and the likelihood of specific detrimental outcomes. Likelihood may be expressed as probability or frequency.
(5) Judgements about the significance of the identified hazards and estimated risks. (Royal Society Study Group 1983)

Risk Assessment: (sometimes Risk Analysis) The process of determining the nature and scale of the losses (due to disasters) which can be anticipated in particular areas during a specified time
Risk assessment involves an analysis and combination of both theoretical and empirical data concerning the probabilities of known disaster hazards of particular force or intensities occurring in each area (“hazard mapping”); and the losses (both physical and functional) expected to result to each element at risk in each area from the impact of each potential disaster hazard (“vulnerability analysis and expected loss estimation”). (Simeon Institute 1992)

**Risk Assessment:** …[R]isk Assessment…is undertaken to find out what the problems are. It involves evaluating the significance of a given quantitative (if necessary, qualitative) measure or risk in an integrated way…Generally speaking, risk assessment is such a complex concept that a single, scientifically repeatable, solution will rarely satisfy all the political and social realities of the decision-making process. (Smith 1996, 54)

**Risk Assessment:** “The statistical analysis of risk…based on mathematical theories of probability and scientific methods for identifying causal links between different types of hazardous activity and the resulting adverse consequences” (Smith 1996, 57).

According to Kates and Kasperson (1983), risk assessment comprises three distinct steps:

1. An identification of hazards likely to result in disasters, i.e. what hazardous events may occur?
2. An estimation of the risks of such events, i.e. what is the probability of each event?
3. An evaluation of the social consequences of the derived risk, i.e. what is the loss created by each event?” (Smith 1996, 58)

**Risk Assessment/Analysis:** “A process to determine the nature and extent of risk by analyzing potential hazards and evaluating existing conditions of vulnerability/capacity that could pose a potential threat or harm to people, property, livelihoods and the environment on which they depend.” (UN/ISDR 2002, 24

**Risk Assessment:** “The term risk analysis is often used synonymously with risk assessment. In this book, however, risk assessment refers to the technical assessment of the nature and magnitude of a risk.” (US Council on Environmental Quality, 1989, 355)

**Risk Assessment:** (See, also, “Community Risk Assessment”)

**Risk Aversion:** “…the value people place directly on reducing their own and others’ risk of death and injury…” (Smith 1996, 72).

**Risk-Based:** “The Guidelines [NPG] establish a risk-based approach to preparedness. Risk is a function of three variables: threat, vulnerability, and consequence. Both threat and vulnerability are influenced by the probabilities of events that are highly uncertain. In order to compensate for that uncertainty, the Guidelines provide a set of National planning Scenarios that represent a range of threats that warrant national attention. The National Planning Scenarios establish common assumptions to guide planning nationwide regarding potential vulnerabilities and consequences (or impacts) of major incidents. Analysis of the range of potential impacts is essential for defining capabilities in terms of both capacity (i.e., how many are needed) and proficiency (i.e., how well must they be able to perform). These capabilities must be reflected in
emergency operations plans (for the near-term) and in preparedness strategies (for the long-term). Federal, State, local, tribal, and territorial officials supplement this approach with risk assessments that provide additional data on their specific threats, vulnerabilities, and consequences. As a result, officials can tailor their approach according to differences in risk across the Nation.” (DHS, National Preparedness Guidelines, September 13, 2007, p. 3)

Risk-Based Allocation (DHS): “The risk model used for UASI, SHSP, and LETPP considers the potential risk of terrorism to people, critical infrastructure, and the economy to estimate the relative risk of terrorism faced by a given area. Risk is defined as the product of three principal variables: threat – the likelihood of an attack occurring, vulnerability – the relative exposure to attack, and consequence – the expected impact of an attack.” (DHS, Fiscal Year 2007 Homeland Security Grant Program, July 18, 2007, p. 3)

Risk Characterization: “Risk characterization is a synthesis and summary of information about a potentially hazardous situation that addresses the needs and interests of decision makers and of interested and affected parties. Risk characterization is a prelude to decision making and depends on an interactive, analytical-deliberate process.” (National Research Council, 1996, p. 27)

Risk Communication: “According to acclaimed risk communication experts Baruch Fischhoff, McGraneg Morgan, Ann Bostrom, and Cynthia Atman, risk communication is ‘communication intended to supply laypeople with the information they need to make informed, independent judgments about risks to health, safety, and the environment’.” (Bullock & Haddow 2005, 295)
“Pidgeon et al. (cited in Horlick-Jones and Jones 1993, 31) conclude that there are four different conceptual approaches to risk communication:

- Scientific communications – ‘top-down’ or one-way transmission of some message about a hazard from a particular ‘expert’ source to a target ‘non-expert’ audience.
- Two-way exchange – an interactive process that recognizes the important role that feedback plays in any complex communication.
- Wider institutional and cultural contexts stressed – communicator takes account of the actions of risk management institutions, possible conflicting messages, and the history of the hazard in question.
- Risk communication as part of a wider political process – the process as a prerequisite to the enabling and empowerment of risk-bearing groups.” (Pearce 2000, Chapter 3, 16)

Risk Communication Principles:

1. “Risk communication should involve the open, two-way exchange of information between professionals, including both policy makers and ‘experts’ in relevant disciplines, and the public….
2. Risk management goals should be stated clearly, and risk assessments and risk management decisions should be communicated accurately and objectively in a meaningful manner….

To maximize public understanding and participation in risk-related decisions, agencies should:

a. explain the basis for significant assumptions, data, models, and inferences used or relied upon in the assessment or decision;

b. describe the sources, extent and magnitude of significant uncertainties associated with the assessment or decision;

c. make appropriate risk comparisons, taking into account, for example, public attitudes with respect to voluntary versus involuntary risk; and,

d. provide timely, public access to relevant supporting documents and a reasonable opportunity for public comment.” (OMB and OSTP, Updated Principles for Risk Analysis, September 9, 2007, pp. 10-13.

Risk-Driven (Core Principle of Emergency Management): “Risk-driven: emergency managers use sound risk management principles (hazard identification, risk analysis, and impact analysis) in assigning priorities and resources.” (EM Roundtable, 2007, p. 4)

Risk Factors: Frequency of Occurrence
Location
Spatial Area (% of jurisdiction hazard likely to impact)
Duration
Secondary Effects
Seasonality
Speed of onset
Warning availability
Risk Management: “The essence of risk management lies in maximizing the areas that we have some control over the outcome while minimizing the areas where we have absolutely no control over the outcome and the linkage between cause and effect is hidden from us.” (Berstein)

Risk Management: “Public Risk management is a process that is used to decide what to do where a risk has been determined to exist. It involves identifying the level of tolerance the community has for a specific risk or set of risks and determines what risk assessment options are acceptable within a social, economic, cultural and political context. To achieve this, the process must be open since it has to factor in benefits, costs of control and any statutory or socially approved requirements needed to manage the risk. Hence, it requires communicating and consulting with the public-at-large, either directly or through appropriate representation as well as with specialists” (Britton 1998, 1).

Risk Management: “Risk management is about playing the odds. It is figuring out which attacks are worth worrying about and spending money on and which are better left ignored. It is spending more resources on the serious attacks – defined as being very likely or if successful having devastating effects – and spending less on the trivial ones. It is taking a finite security budget and making the best use of it. In other words, homeland security should be about wise choices, not just increased spending.” (De Rugy 2004, 20)

Risk Management: “Federal, State, local, tribal, territorial, and private-sector entities identify and assess risks, prioritize and select appropriate protection, prevention, and mitigation solutions based on reduction of risk, monitor the outcomes of allocation decisions, and undertake corrective actions. Additionally, Risk Management is integrated as a planning construct for effective prioritization and oversight of all homeland security investments.” (DHS, National Preparedness Guidelines, September 13, 2007, p. 6)

Risk Management: “Risk management—the process for measuring or assessing risk and developing strategies to manage it—is an essential aspect of mitigation. Risk management strategies may include avoiding the risk (e.g., removing structures in floodplains), reducing the negative effect of the risk (e.g., hardening buildings by placing barriers around them), or accepting some or all of the consequences of a particular risk.” (FEMA. National Incident Management System (FEMA 501/Draft), August 2007, p. 21)

Risk Management: “Risk Management is a discipline for dealing with uncertainty.” (Kloman 2001, 24)

Risk Management: The art or act of handling the possibility of loss or injury. Involves four components of (1) Indexing critical operations, (2) Assessing risk exposure for those operations designated as “vital” or “high,” (3) Developing mitigation plan outlining who, what, when and how the corrective and preventive actions will be implemented, and (4) Testing and measurement of the effectiveness of the corrective and preventive actions. (Schaming 1998, 26-28.)

Risk Management: The process of intervening to reduce risk—the making of public and private decisions regarding protective policies and actions that reduce the threat to life, property, and the environment posed by hazards. Generally, the risk management process attempts to answer the following questions:
1. What can be done?
2. What options or alternatives are available and what are their associated tradeoffs in terms of costs, benefits, and other (current and future risks?)
3. What are the effects of current decisions on future options? (Shaw, 1999.)

**Risk Management:** The process whereby decisions are made and actions implemented to eliminate or reduce the effects of identified hazards. (Simeon Institute 1992)

**Risk Management:** Risk Management means reducing the threats to life and property (and the environment) posed by known hazards, whilst simultaneously accepting unmanageable risks and maximizing any associated benefits. (Smith 1996, 54)

**Risk Management:** A Framework for the systematic application of management policies, procedures and practices to the tasks of identifying, analyzing, evaluating, treating and monitoring risk. (Standards Australia/New Zealand 1995, 4360; quoted in Salter (1997–98, 22)

**Risk Management:** “The systematic management of administrative decisions, organizations, operational skills and responsibilities to apply policies, strategies and practices for disaster risk reduction.” (UN ISDR 2002, 25)

**Risk Management:** “Process of deciding what should be done about a hazard; deciding which hazards at what scale (intensity, occurrence interval) should be managed and in what priority.” (Williamson and Lawless, 2001)

**Risk Management Framework:** “A planning methodology that outlines the process for setting security goals; identifying assets, systems, networks, and functions; assessing risks; prioritizing and implementing protective programs; measuring performance; and taking corrective action. Public and private sector entities often include risk management frameworks in their business continuity plans.” (DHS, NIPP, 2006, p. 105)

**Risk Perception:** “Slovic (cited in Slaymaker 1995, 3) defines risk perception as ‘the ‘common sense’ understanding of hazards, exposure and risk, arrived at by a community through intuitive reasoning …usually expressed…as ‘safe’ or ‘unsafe’. ’ He goes on the mention that ‘policy decisions are almost always driven by perceived risk among the population affected and among decision makers [and that] these perceptions are commonly at variance with ‘technical’ risk assessments.’” (Pearce 2000, Chapter 3, 18)

**Risk Reduction:** “Risk Reduction creates safer communities by proactively reducing risk and enhancing the capability of States and local communities to reduce their risk from natural hazards.” (FEMA, Vision for New FEMA, December 12, 2006, p. 28)

**Risk Reduction:** Long-term measures to reduce the scale and/or the duration eventual adverse effects of unavoidable or unpreventable disaster hazards on a society which is at risk, by reducing the vulnerability of its people, structures, services, and economic activities to the impact of known disaster hazards. Typical risk reduction measures include improved building standards, flood plain
zoning and land-use planning, crop diversification, and planting windbreaks. The measures are frequently subdivided into “structural” and “non-structural”, “active” and “passive” measures. N.B. A number of sources have used “disaster mitigation” in this context, while others have used “disaster prevention.” ([Simeon Institute](#) 1992)

**Risk Typologies:**

1. **Subjective risk:** The mental state of an individual who experiences uncertainty or doubt or worry as to the outcome of a given event.

2. **Objective risk.** The variation that occurs when actual losses differ from expected losses.

3. **Real risk.** The combination of probability and negative consequence that exists in the real world.

4. **Observed risk:** The measurement of that combination obtained by constructing a model of the real world.

4. **Perceived risk:** The rough estimate of real risk made by an untrained member of the general public. ([Thompson](#), 1986)

**Robert T. Stafford Disaster Relief and Emergency Assistance Act** (Stafford Act). “The Stafford Act authorizes the President to provide financial and other forms of assistance to State and local governments, certain private nonprofit organizations and individuals to support response, recovery and mitigation efforts following Presidential emergency or disaster declarations.” ([DHS](#), NRF Comment Draft, September 2007, p. 38). See also, “Stafford Act.” Additional information about the Stafford Act’s disaster process and disaster aid programs is available at [http://www.fema.gov/hazard/dproc.shtm](http://www.fema.gov/hazard/dproc.shtm).


**RRCC:** Regional Response Coordination Center. ([DHS](#), NRF Comment Draft, 2007)

**Rupture Zone:** “The area of the Earth through which fault movement occurred during an earthquake. For large quakes, the section of the fault that ruptured may be several hundred miles in length. Ruptures may or may not extend to the ground surface.” ([USGS](#), Putting Down Roots, 2007, Glossary)

**SAA:** State Administrative Agency.
Safe School Initiative: “Established in collaboration by the U.S. Secret Service and the U.S. Department of Education’s Safe and Drug Free Schools Program, the Safe School Initiative (SSI) focuses on prevention and provides useful information about the thinking and behavior of students who commit acts of targeted violence in our nation’s schools. One of the key recommendations of the SSI was that schools form multidisciplinary threat assessment teams to assist with identifying, assessing and managing students who may pose a threat of targeted violence. An interactive CD-ROM, titled A Safe School and Threat Assessment Experience: Scenarios Exploring the Findings of the Safe School Initiative, complements the published documents of the Safe School Initiative. The CD is available to law enforcement and school safety personnel across the country and can be ordered via the Department of Education website at http://www.edpubs.org/.” (DHS, “Fact Sheet: Creating a Culture of Preparedness Among Schools.” October 30, 2007.)

SAFECOM: “SAFECOM, a communications program of the Department of Homeland Security’s Office for Interoperability and Compatibility (OIC), with its Federal partners, provides research, development, testing and evaluation, guidance, tools, and templates on communications-related issues to local, tribal, state, and Federal emergency response agencies. OIC is managed by the Science and Technology Directorate. As an emergency responder driven program, SAFECOM is working with existing Federal communications initiatives and key emergency response stakeholders to address the need to develop better technologies and processes for the multi-jurisdictional and cross-disciplinary coordination of existing systems and future networks. SAFECOM harnesses diverse Federal resources in service of the emergency response community.” (DHS, Welcome to SAFECOM, accessed October 22, 2007)

Safety: Safety, in the traditional sense, refers to monitoring and reducing the risk of personnel casualties (injuries and deaths) to some acceptable level. (Shaw forthcoming)

Saffir/Simpson Hurricane Scale: A scale for expressing the relative intensity of hurricanes, consisting of five levels of increasing intensity—Categories 1 through 5. (Notification Manual)

Saffir/Simpson Hurricane Scale$^{20}$

<table>
<thead>
<tr>
<th>Storm Category</th>
<th>Wind Speed (mph)</th>
<th>Storm Surge (ft)</th>
</tr>
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<tbody>
<tr>
<td>1</td>
<td>74-95</td>
<td>4-5</td>
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<tr>
<td>2</td>
<td>96-110</td>
<td>6-8</td>
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<tr>
<td>3</td>
<td>111-130</td>
<td>9-12</td>
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<tr>
<td>4</td>
<td>131-155</td>
<td>13-18</td>
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<tr>
<td>5</td>
<td>&gt; 155</td>
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SAR: Search and Rescue.

SAR On-Scene Coordinator (SAR OSC): “The SAR OSC coordinates the SAR mission on-scene using the resources made available by SMC and should safely carry out the SAR Action.

$^{20}$ Deyle, French, Olshansky, and Paterson 1998, 124.
Plan. The SAR OSC may serve as a Branch Director or Group Supervisor to manage on-scene operations after the SAR mission is concluded and other missions continue, such as search and recovery.”  (USCG, IM Handbook, 2006, Glossary 25-21)

**Scalability:** “The ability of incident managers to adapt to incidents by either expanding or reducing the resources necessary to adequately manage the incident, including the ability to incorporate multiple jurisdictions and multiple responder disciplines.”  (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 9)

**SCCs:** Sector Coordinating Councils – “…comprised of private sector representatives.”  Relate to the National Infrastructure Protection Plan.  (DHS, NIPP, 2006, p. 4)

**SCIP:** Strategy for Catastrophic Incident Planning.  (FEMA, Strategic Plan, Oct.10, 2007, p. 3)

**SCO:** State Coordinating Officer.

**Secretary of Homeland Security:** “The Secretary of Homeland Security is the principal Federal official for domestic incident management.  Pursuant to the Homeland Security Act of 2002 the Secretary is responsible for coordinating Federal operations within the United States to prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies.  The Secretary shall coordinate the Federal Government’s resources utilized in response to or recovery from terrorist attacks, major disasters or other emergencies if and when any one of the following four conditions applies: (1) a Federal department or agency acting under its own authority has requested the assistance of the Secretary; (2) the resources of State and local authorities are overwhelmed and Federal assistance has been requested by the appropriate State and local authorities; (3) more than one Federal department or agency has become substantially involved in responding to the incident; or (4) the Secretary has been directed to assume responsibility for managing the domestic incident by the President.”  (White House, HSPD-5, February 28, 2003)

**Secretary’s Playbooks (NRF):** “…CONPLANs form the basis for the [DHS] Secretary’s Playbooks, detailed checklists for executives that the Secretary of Homeland Security uses to ensure a coordinated response to domestic incidents.  The Secretary’s Playbooks are designed for the Secretary of Homeland Security, as the principal Federal official for domestic incident management, to monitor the response to the threats described in the 15 National Planning Scenarios, ensure coordination among Federal departments and agencies, detect potential shortfalls in response efforts or interagency coordination and surface anticipated policy issues to Federal department and agency executive leadership and the President for resolution.”  (DHS NRF Comment Draft, September 2007, p. 72)

**Section:** [In ICS/NIMS] “That organization level having functional responsibility for primary segments of an incident such as: Operations, Planning, Logistics and Finance.  The Section level is organizationally between Branch and Incident Commander.”  (USCG, IM Handbook 2006, Glossary 25-22)

**Sector Coordinating Council:** “The private sector counterpart to the GCCs, these councils are self-organized, self-run, and self-governed organizations that are representative of a spectrum of key stakeholders within a sector.  SCCs serve as the government’s principal point of entry into each
sector for developing and coordinating a wide range of CI/KR protection activities and issues.”
(DHS, NIPP, 2006, 105)

**Sector-Specific Agency:** “Federal departments and agencies identified in HSPD-7 as responsible for CI/KR protection activities in specified CI/KR sectors.”
(DHS, NIPP, 2006, p. 105)

**Sector-Specific Plan:** Augmenting plans that complement and extend the NIPP Base Plan and detail the application of the NIPP framework specific to each CI/KR sector. SSPs are developed by the SSAs in close collaboration with other security partners.”
(DHS, NIPP, 2006, p. 105)

**Security:** Security in the traditional sense refers to monitoring and reducing the risk of human induced events that adversely affect people or property (intrusion of unauthorized personnel, theft, sabotage, assault, etc.), to some acceptable level. (Shaw 1999)

**Seismic Hazard:** “The potential for damaging effects caused by earthquakes. The level of hazard depends on the magnitude of likely quakes, the distance from the fault that could cause quakes, and the type of ground materials at a site.”
(USGS, *Putting Down Roots*, 2007, Glossary)

**Seismic Risk:** “The chance of injury, damage, or loss resulting from seismic hazards. There is no risk, even in a region of high seismic hazard, if there are no people or property that could be injured or damaged by a quake.”
(USGS, *Putting Down Roots*, 2007, Glossary)

**SEL:** Standard Equipment List.

**Senior Federal Law Enforcement Official (SFLEO):** “The SFLEO is an official appointed by the Attorney General during an incident requiring a coordinated Federal response to coordinate all law enforcement, public safety and security operations with intelligence or investigative law enforcement operations directly related to the incident. The SFLEO is a member of the Unified Coordination Group and, as such, is responsible to ensure that allocation of law enforcement requirements and resource allocations are coordinated as appropriate with all other members of the Group. In the event of a terrorist incident, the SFLEO will normally be a senior FBI official, who has coordinating authority over all law enforcement activities related to the incident, both those falling within the Attorney General’s explicit authority as recognized in HSPD-5 and those otherwise directly related to the incident itself.”
(DHS, *NRF Comment Draft*, Sep. 2007, p. 65)

**Senior Federal Official (SFO):** “A SFO is an individual representing a Federal department or agency with primary statutory responsibility for incident management.”

**Sensible Security:** “Sensible security is the level of protection achieved through design, construction, and operation that mitigates adverse impact to systems, facilities, and assets in proportion to their value to society and their likelihood of being affected by natural and/or man-made events.”
(TISP, 2006, p. 2)

**SEOC:** State Emergency Operations Center.
SEP: Special Events Planning.

Severe Weather: Any atmospheric condition potentially destructive or hazardous to human beings. It is often associated with extreme convective weather (tropical cyclones, tornadoes, severe thunderstorms, squalls, etc.) and with storms of freezing precipitation or blizzard conditions. (WMO 1992, 544)

SFHA: Special Flood Hazard Area.

SFLEO: Senior Federal Law Enforcement Official.

Shelter-in-Place: “Depending on the nature and timing of a catastrophe, emergency managers may warn people of whether it is safer to evacuate or to shelter in place. In an evacuation, people leave their homes and businesses and travel to a safe location away from danger. In some instances, it is safer for people to quickly seek shelter indoors—in homes, schools, businesses, or public buildings—than to try to travel. Shelter-in-place would be used when there is little time to react to an incident and it would be more dangerous to be outside trying to evacuate than to stay indoors for a short period of time. Additional protective actions that the emergency managers may recommend would include turning off air conditioners and ventilation systems and closing all windows and doors. Sheltering-in-place might be used, for example, in the event of a chemical accident. FEMA recommends people have food, water, and medical supplies and be prepared to stay indoors for at least three days.” (DOT, Catastrophic Hurricane Evacuation Plan Evaluation: Report to Congress, June 1, 2006, p. 2-2)

Sheltering: “Taking shelter is critical in times of disaster. Sheltering is appropriate when conditions require that you seek protection in your home, place of employment, or other location where you are when disaster strikes. Sheltering outside the hazard area would include staying with friends and relatives, seeking commercial lodging, or staying in a mass care facility operated by disaster relief groups in conjunction with local authorities. To effectively shelter, you must first consider the hazard and then choose a place in your home or other building that is safe for that hazard. For example, for a tornado, a room should be selected that is in a basement or an interior room on the lowest level away from corners, windows, doors and outside walls. Because the safest locations to seek shelter vary by hazard, sheltering is discussed in the various hazard sections. These discussions include recommendations for sealing the shelter if the hazards warrant this type of protection.” (FEMA, Are You Ready? May 24, 2007 update, p. 38)

Sheriff: “The Office of the Sheriff plays a distinctive role in the nation’s criminal justice and homeland security system and reflects a uniquely American tradition of a law enforcement leader who is elected. Over 99% of the nation’s sheriffs are elected and generally serve as the highest law enforcement officer in their respective counties.” (Kamatchus, “Statement of… on ‘Insurrection Act Rider’ and State Control of the National Guard”,” April 24, 2007, p. 1)

Short Term Recovery: “Short-term recovery is immediate and overlaps with response. It includes actions such as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes and providing food and shelter for those displaced by the disaster. Although called “short term,” some of these
activities may last for weeks.” (DHS/FEMA, National Response Framework -- Federal Partner Guide (Comment Draft), September 10, 2007, p. 18)

[Note: See, also, “Recovery: Short Term”]

**SHSP:** State Homeland Security Program. (DHS, NIPP, 2006, p. 102)

**SitRep:** Situation Report.

**Situation Assessment:** “The evaluation and interpretation of information gathered from a variety of sources (including weather information and forecasts, computerized models, GIS data mapping, remote sensing sources, ground surveys, etc.) that, when communicated to emergency managers and decision makers, can provide a basis for incident management decision making.” (USCG, IM Handbook, 2006, Glossary 25-22/23)

**Situation Awareness:** “The process of evaluating the severity and consequences of an incident and communicating the results.” (NFPA 1600, 2007, p. 8) [See Situational Awareness]

**Situation Report:** “Often contain confirmed or verified information regarding the specific details relating to the incident.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 157)

**Situational Awareness:** “In this section, the term ‘situational awareness’ means information gathered from a variety of sources that, when communicated to emergency managers and decision makers, can form the basis for incident management decisionmaking.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1409)

**Situational Awareness:** “Maintaining situational awareness is essential to assessing emerging incidents as well as conducting operations and ultimately ensuring the effective management of incident response. It demands that we prioritize information and develop a common operating picture, both of which require a well-developed national information management system and effective multi-agency coordination centers to support decision-making during incidents.” (White House, National Strategy for Homeland Security, HSC, October 2007, p. 34)

**Situational Awareness:** “The maintenance of situational awareness through timely and accurate information is a fifth core principle integral to incident management. It requires continuous sharing, monitoring, verification, and synthesis of information to support informed decisions on how to best manage threats, potential threats, disasters, or events of concern.” (White House, National Strategy for Homeland Security, HSC, October 2007, p. 47)

**SLATT:** State and Local Anti-Terrorism Training.

**SLOSH Model:** Sea, Lake, and Overland Surges from Hurricanes Model.

**SLTGCC:** State, Local, and Tribal Government Cross-Sector Council. (DHS, NIPP, 2006, p. 5)

**SME:** Subject Matter Expert.
SNP: Special Needs Planning.

Soft Story: “A building story that has significantly less stiffness than the story above. Some buildings with parking at ground level (and thus fewer walls or columns) or an otherwise open ground story have this condition. The term is sometimes also applied to a story that has less strength than the one above, a condition that is more precisely termed a ‘weak story’.” (USGS, *Putting Down Roots in Earthquake Country*, 2007, Glossary)

SONS: Spill of National Significance.

Span of Control: “The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5.).” (FEMA, *NIMS Draft*) August 2007, p. 158

Span of Control [ICS/NIMS]: “A Command and Control term that means how many organizational elements may be directly managed by one person. Span of Control may vary from one to seven, and a ratio of five reporting elements is optimum.” (USCG, *IM Handbook*, 2006, Glossary 25-23)

Special Flood Hazard Area: “Land in the floodplain within a community subject to one percent or greater chance of flooding in any given year.” (APA, 2005, p. 84)

Special Needs Population: “Pertaining to a population whose members may have additional needs before, during, and after an incident in one or more of the following functional areas: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English speaking; or who are transportation disadvantaged.” (FEMA, *NIMS* (FEMA 501/Draft), August 2007, p. 158)

Special Population: “A targeted group in a disaster-impacted community or area with needs that require specific attention by the crisis counseling program. Special populations include children, adolescents, older adults, elderly persons, members of ethnic and cultural groups, migrant workers, disaster relief workers, persons who are severely mentally ill, persons with disabilities, and homeless persons. Other special populations may be unique to the area being served by the crisis counseling program.” (HHS, 2003, p. 62)

Spill of National Significance: The NCP defines a Spill of National Significance (SONS) as: “a spill that, due to its severity, size, location, actual or potential impact on the public health and welfare or the environment, or the necessary response effort, is so complex that it requires extraordinary coordination of federal, state, local, and responsible party resources to contain and clean up the discharge.” (40 CFR 300.5)

Spontaneous Evacuation: “Residents or citizens in the threatened areas observe an emergency event or receive unofficial word of an actual or perceived threat and without receiving instructions to do so, elect to evacuate the area. Their movement, means, and direction of

**Spontaneous Volunteers:** (See, “Volunteers, Spontaneous”)

**SPP:** Security and Prosperity Partnership of North America. (DHS, NIPP, 2006, p. 102)

**SSAs:** Sector-Specific Agencies, National Infrastructure Protection Plan. See following reference for examples. (DHS, NIPP, 2006, p. 3)

**SSP:** Sector-Specific Plan. (DHS, NIPP, 2006, p. 102)

**S&T:** Science and Technology Directorate, DHS.

**Stafford Act:** 1) The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended. 2) The Stafford Act provides an orderly and continuing means of assistance by the Federal Government to State and local governments in carrying out their responsibilities to alleviate the suffering and damage which result from disaster. The President, in response to a State Governor’s request, may declare and “emergency” or “major disaster” in order to provide Federal assistance under the Act. The President, in Executive Order 12148, delegated all functions, except those in Sections 301, 401, and 409, to the Director, of FEMA. The Act provides for the appointment of a Federal Coordinating Officer who will operate in the designated area with a State Coordinating Officer for the purpose of coordinating state and local disaster assistance efforts with those of the Federal Government. (44 CFR 206.2)

**Stafford Act:** “Federal support to State and local jurisdictions takes many forms. The most widely known authority under which assistance is provided for major incidents is the Stafford Act. When it is clear that State or tribal capabilities will be exceeded or may be exhausted, the Governor can request Federal assistance under the Stafford Act. The Stafford Act authorizes the President to provide financial and other forms of assistance to State and local governments, certain private nonprofit organizations and individuals to support response, recovery and mitigation efforts following Presidentially-declared major disasters and emergencies. Most incidents are not of sufficient magnitude to merit a Presidential emergency or major disaster declaration. However, when State and local resources are insufficient, a Governor may ask the President to declare a Federal disaster or emergency. Before making a declaration request, the Governor normally must activate the State’s emergency plan and ensure that all appropriate State and local actions have been taken, including:

Surveying the affected areas to determine the extent of private and public damage.

Conducting joint Preliminary Damage Assessments with DHS/FEMA officials to estimate the types and extent of Federal disaster assistance required.

Only the Governor can initiate a request for a Presidential emergency or major disaster declaration. This request is made through the DHS/FEMA Regional Administrator and is based
on a finding that Federal assistance is needed because the situation exceeds State and local response capabilities due to its severity and magnitude. The request includes:

Information on the extent and nature of State resources that have been or will be used to address the consequences of the disaster.

A certification by the Governor that State and local governments will assume all applicable non-Federal costs required by the Stafford Act.

An estimate of the types and amounts of supplementary Federal assistance required.

Designation of the State Coordinating Officer.

The Governor addresses the request to the President and forwards it to the DHS/FEMA Regional Administrator, who makes a recommendation to the DHS/FEMA Administrator. The DHS/FEMA Administrator then recommends a course of action to the President. The Governor, appropriate members of Congress and Federal agencies are immediately notified of a Presidential declaration. Federal support to States under the Stafford Act is coordinated by DHS.”

(\textit{DHS/FEMA, NRF -- Federal Partner Guide (Comment Draft), September 10, 2007, p. 19})

\textbf{Stafford Act Congressional Intent:} “It is the intent of the Congress, by this Act, to provide an orderly and continuing means of assistance by the Federal Government to State and local governments in carrying out their responsibilities to alleviate the suffering and damage which result from such disasters by -
(1) revising and broadening the scope of existing disaster relief programs;
(2) encouraging the development of comprehensive disaster preparedness and assistance plans, programs, capabilities, and organizations by the States and by local governments;
(3) achieving greater coordination and responsiveness of disaster preparedness and relief programs;
(4) encouraging individuals, States, and local governments to protect themselves by obtaining insurance coverage to supplement or replace governmental assistance;
(5) encouraging hazard mitigation measures to reduce losses from disasters, including development of land use and construction regulations; and
(6) providing Federal assistance programs for both public and private losses sustained in disasters. (\textit{FEMA, Robert T. Stafford Disaster...Act..., June 2007, p. 13})

\textbf{Staging Area:} “Established for the temporary location of available resources. A Staging Area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.” (\textit{FEMA, NIMS Draft, August 2007, p. 158})

\textbf{Staging Area:} [ICS/NIMS] “That location where incident personnel and equipment are assigned awaiting tactical assignment. Staging Areas are managed by the OSC.” (\textit{USCG, IM Handbook 2006, Glossary 25-23})

\textbf{Stakeholder:} “Any individual, group, or organization that might affect, be affected by, or perceive itself to be affected by the emergency.” (\textit{NFPA 1600, 2007, p. 8})
Stakeholders: “Any person, group, or organization affected by and having a vested interest in the incident and/or the response operation.” (USCG, IM Handbook, 2006, Glossary 25-23)

Standard Equipment List (SEL): “A list issued annually to promote interoperability and standardization across the response community at the local, state, and federal levels by offering a standard reference and a common set of terminology. It is provided to the responder community by the Inter-Agency Board for Equipment Standardization and Interoperability (IAB). The SEL contains a list of generic equipment recommended by the IAB to organizations in preparing for and responding to all-hazards.” (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 9)

Standard Operating Guidelines: “A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.” (FEMA, NIMS Draft, August 2007, p. 158)

Standard Operating Procedure (SOP): “Complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.” (FEMA, National Incident Management System (FEMA 501/Draft) August 2007, p. 158)


Standard Operating Procedures (SOP): “A complete reference document that details the procedures for performing a single function or a number of interdependent functions.” (DHS, National Incident Management System, March 2004, p. 36)

Standardization: “A principle of the NIMS that provides a set of standardized organizational structures—such as the Incident Command System (ICS), multi-agency coordination systems, and public information systems—as well as requirements for processes, procedures, and systems designed to improve interoperability among jurisdictions and disciplines in various area, including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement.” (DHS, National Incident Management System, March 2004, p. 2)

Standardized Terminology: “Commonly accepted language that is consistent with policies, plans, or procedures in the NIMS and NRP to facilitate multi-agent, multi-disciplinary or multi-jurisdictional communications during an incident.” (FEMA, NIMS Compliance Metrics Terms of Reference (For Fiscal Year 2007), October 23, 2006, p. 10)

State and Local Anti-Terrorism Training (SLATT): “The…SLATT program’s primary objective is the delivery of specialized terrorism/extremism orientation, interdiction, investigation, and prevention training to law enforcement executives, command personnel, intelligence officers, investigators, analytical personnel, training directors, and prosecutors. Each course is specifically designed to meet the needs of the target audience, from the street level
officer to the executive.” (FEMA, Technical Assistance: Preparedness & Program Management: Technical Assistance Catalog, no date, p. 8)

**State and Urban Area Homeland Security Strategies:** “…State and Urban Area Homeland Security Strategies provide a context for performing the strategic exercise of asking “How are we organized?” and “How are we managing our homeland security programs?” This evaluation will enable us as a Nation to think about how we build our preparedness programs and capabilities within and across State boundaries…. States and Urban Areas were recently required to update their strategies to bring them into alignment with the seven National Priorities included in the Goal. The updated strategies address the four homeland security mission areas: prevent, protect, respond, and recover.” (DHS/ODP, FY 2006 EMPG Program Guidance, 2005, p. 8)

**State Coordinating Officer (SCO):** “The SCO plays a critical role in managing the State response and recovery operations following Stafford Act declarations. The Governor of the affected State appoints the SCO, and lines of authority flow from the Governor to the SCO, following the State’s policies and laws. For certain anticipated events in which a Stafford Act declaration is expected, such as an approaching hurricane, the Secretary of Homeland Security or the FEMA Administrator may pre-designate one or more Federal officials to coordinate with the SCO to determine resources and actions that will likely be required, and begin pre-deployment of assets. The specific roles and responsibilities of the SCO include:

Serve as the primary representative of the Governor for the affected State or locality with the RRCC or within the JFO once it is established.

Work with the Federal Coordinating Officer to formulate State requirements, including those that are beyond State capability, and set priorities for employment of Federal resources provided to the State.

Ensure coordination of resources provided to the State via mutual aid and assistance compacts.

Provide a linkage to local government.

Serve in the Unified Coordination Group in the JFO.” (DHS, NRF Comment Draft, September 2007, p. 50)

**State Emergency Management Agency Director:** “All States have laws mandating establishment of a State emergency management agency and the emergency operations plan coordinated by that agency. The Director of the State emergency management agency ensures that the State is prepared to deal with large-scale emergencies and is responsible for coordinating the State response in any major emergency or disaster. This includes supporting local governments as needed or requested, and coordinating assistance with the Federal Government.” (DHS, NRF Comment Draft, September 2007, p. 19)

**State Homeland Security Advisor:** “The State Homeland Security Advisor serves as counsel to the Governor on homeland security issues and serves as a liaison between the Governor’s
office, the State homeland security structure, DHS and other organizations both inside and outside of the State. The advisor often chairs a committee comprised of representatives of relevant State agencies, including public safety, the National Guard, emergency management, public health and others charged with developing preparedness and response strategies.” (DHS, NRF Comment Draft, September 2007, p. 19)

**State Homeland Security Program:** “State Homeland Security Grant Program supports the implementation of the State Homeland Security Strategy to address the identified planning, equipment, training, and exercise needs for acts of terrorism. In addition, SHSP supports the implementation of the National Preparedness Goal, the National Incident Management System (NIMS), and the National Response Plan.” (DHS, State Contacts & Grant Award Information, July 18, 2007 Update.)


**State Template Initiative:** “The Template was built by state and local officials - those responsible for preventing, responding to, and recovering from the spectrum of terrorist threats and Homeland Security challenges that face the Nation in the 21st Century. The Template provides a common foundation for identifying and addressing key state and local vulnerability and capability shortfalls. This Template will be a useful tool in our effort to build and sustain the operational means by which we will make the Nation safer, stronger, and better.”

“The initiative provides states a foundation for preparing comprehensive and compatible state, local and tribal Homeland Security plans. The Template is consistent with and supports implementation of the “National Strategy for Homeland Security.” It was designed “from the bottom up,” recognizes that “one size does not fit all,” and enables the emergency responders and state and local officials who bear the responsibility of preventing terrorist attacks and protecting the Nation and its citizens.” (PHSAC, Statewide Template Initiative, March 2003, p. 1)

**Steady-State Preparedness:** “A national focus on steady-state readiness is imperative. The Framework [NRF] focuses on preparedness activities that are directly related to an evolving incident or potential incident. The National Preparedness Guidelines and the NIPP focus on steady-state preparedness or readiness activities conducted in the absence of a specific threat or hazard. This response Framework does not try to subsume all of these larger efforts; instead, it integrates these efforts and brings them to bear in managing incidents.” (DHS, NRF Comment Draft, September 2007, p. 68)

**STI:** State Template Initiative.

**STO:** State Coordinating Officer.
**Strike-Slip Fault:** “A generally vertical fault along which the two sides move horizontally past each other. The most famous example is California’s San Andreas Fault.” (USGS, *Putting Down Roots in Earthquake Country*, 2007, Glossary)

**Storm Surge:** The difference between the actual water level under influence of a meteorological disturbance (storm tide) and the level which would have been attained in the absence of the meteorological disturbance (i.e. astronomical tide). (WMO 1992, 584)

**Strategic Goal:** “A broad target that defines how the Agency will carry out its mission over a five to seven year period of time.” (FEMA, *A Nation Prepared – FEMA Strategic Plan*, 2002, p. 60)

**Strategic Goals:** “Strategic goals are broad, general statements of intent.” (USCG, *IM Handbook*, 2006, Glossary 25-23)

**Strategic Objective:** “A specific step necessary to achieve a strategic goal.” (FEMA, *A Nation Prepared – FEMA Strategic Plan – Fiscal Years 2003-2008*, 2002, p. 60 (Glossary))

**Strategic Objectives of Homeland Security:** “The strategic objectives of homeland security in order of priority are to:

- Prevent terrorist attacks within the United States;
- Reduce America’s vulnerability to terrorism; and

**Strategic Partnership Program Agroterrorism (SPPA) Initiative:** “The Department of Homeland Security (DHS), U.S. Department of Agriculture (USDA), Food and Drug Administration (FDA), and the Federal Bureau of Investigation (FBI) will collaborate with private industry and the States in a joint initiative, the Strategic Partnership Program Agroterrorism (SPPA) Initiative. The SPPA Initiative will be a true partnership program, where an industry member or trade association or State may volunteer to participate. To volunteer, the industry or State member must submit a completed response form. Program Objectives:

The federal government members in partnership with industry and State volunteers, plan to:

- Validate or identify sector-wide vulnerabilities by conducting critical infrastructure/key resources (CI/KR) assessments in order to:
  - Identify gaps;
  - Inform Centers of Excellence and Sector Specific Agencies (SSA) of identified research needs; and
  - Catalog lessons-learned.
- Identify indicators and warnings that could signify planning for an attack.
- Develop mitigation strategies to reduce the threat/prevent an attack. Strategies may include actions that either industry or government may take to reduce vulnerabilities.
- Validate assessments conducted by the United States Government (USG) for food and agriculture sectors.
• Gather information to enhance existing tools that both USG and industry employ.
• Provide the USG and the industry with comprehensive reports including warnings and indicators, key vulnerabilities, and potential mitigation strategies.
• Provide sub-sector reports for the USG that combines assessment results to determine national critical infrastructure vulnerability points to support the National Infrastructure Protection Plan (NIPP) and national preparedness goals.
• Establish and/or strengthen relationships between Federal, State, and local law enforcement and the food and agriculture industry along with the critical food/agriculture sites visited. (FDA, Strategic Partnership Program Agroterrorism (SPPA) Initiative…, August 2005, p. 1)

Strategic Plan: “A long-range planning document that defines the mission of the Agency and broadly identifies how it will be accomplished, and that provides the framework for more detailed annual and operational plans.” (FEMA, A Nation Prepared,, 2002, p. 60 (Glossary))

Strategic Plan: “Is a plan that addresses long-term issues such as impact of weather forecasts, time–phased resource requirements, and problems such as permanent housing for displaced disaster victims, environmental pollution, and infrastructure restoration.” (USCG, Incident Management Handbook, 2006, Glossary, p. 25-23)

Strategic Planning: “…a framework for carrying out strategic thinking, direction, and action leading to the achievement of consistent and planned results. Seven specific elements comprise this framework: organization mission, strategic analysis; strategy, long-term objectives, integrated programs, financial projections [and] executive summary…. A distinctive aspect of this process is its emphasis on team planning. It is this process that builds organizationwide belief and commitment to the strategic plan because the participants have ownership.” (Below, 1987)

Strategic Planning: “Strategic planning involves the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.” (FEMA, NIMS (FEMA 501/Draft), August 2007, p. 17)

Strategic Vision for the War on Terror: “From the beginning, the War on Terror has been both a battle of arms and a battle of ideas – a fight against the terrorists and their murderous ideology. In the short run, the fight involves the application of all instruments of national power and influence to kill or capture the terrorists; deny them safehaven and control of any nation; prevent them from gaining access to WMD; render potential terrorist targets less attractive by strengthening security; and cut off their sources of funding and other resources they need to operate and survive. In the long run, winning the War on Terror means winning the battle of ideas. Ideas can transform the embittered and disillusioned either into murderers willing to kill innocents, or into free peoples living harmoniously in a diverse society.

The battle of ideas helps to define the strategic intent of our National Strategy for Combating Terrorism. The United States will continue to lead an expansive international effort in pursuit of a two-pronged vision:
• The defeat of violent extremism as a threat to our way of life as a free and open society; and
• The creation of a global environment inhospitable to violent extremists and all who support them.”  (White House, National Strategy for Combating Terrorism, September 2006, p. 7)


Strategy: “The general plan or direction selected to accomplish incident objectives.”  (FEMA, NIMS Draft, August 2007, p. 158)

Strategy: “A goal or set of goals used to manage incident scene operations from which an incident action plan is developed.”  (NFPA 1561, 2002, p. 8)


Strategy for Catastrophic Incident Planning: “Achieving a robust and sustainable national capability to rapidly and successfully meet the immense challenges posed by an incident of catastrophic magnitude will require a unified strategy supported by aggressive leadership, joint collaboration, innovative thinking, significant funding, and national resolve. To that end, this Strategy for Catastrophic Incident Planning (SCIP) establishes a comprehensive and ambitious set of unified goals and objectives, and will provide a baseline against which to identify, validate, align and prioritize necessary capability-building initiatives…. There is agreement throughout the emergency management community that the existing plans, policies, procedures, and resources are not fully adequate or appropriate to address the destruction caused by a catastrophic hurricane, an earthquake, or a terrorist attack using a weapon of mass destruction”  (FEMA, Strategic Plan, October 10, 2007, p. 4)


Strike Team: “A set number of resources of the same kind and type that have an established minimum number of personnel, common communications, and a leader.”  (FEMA, NIMS Draft, August 2007, p. 158)

Strike Team: [ICS/NIMS] “Are specified combinations of the same kind and type of resources with common communications and a leader.”  (USCG, IM Handbook, 2006, Glossary 25-23)

Subduction Zone: “A boundary along which one plate of the Earth’s outer shell descends (subducts) at an angle beneath another. A subduction zone is usually marked by a deep trench on the sea floor. An example is the Cascadia Subduction Zone offshore of Washington, Oregon, and northern California. Most tsunamis are generated by subduction-zone earthquakes.” (USGS, *Putting Down Roots in Earthquake Country*, 2007, Glossary)

Super Urban Areas Security Initiative (SUASI): “In fiscal year 2006, the department identified 35 areas eligible to apply for and receive funding. These 35 areas encompass 95 cities with populations of 100,000 or more. This year’s formula promotes a ‘super’ UASI concept that is designed to build greater regional capabilities across a geographic area.” (DHS, “DHS Introduces Risk-Based Formula for Urban Areas Security Initiative Grants,” January 3, 2006)

Superfund: The trust fund established initially under the Comprehensive Environmental Response, Compensation, and Liability Act and extended under the Superfund Amendments and Reauthorization Act to provide money that can be used during cleanups associated with inactive hazardous waste disposal sites. (FEMA 1992)

Support Annexes (NRF): “…Support Annexes describe essential supporting aspects of the Federal response that are common to all incidents, such as financial management, volunteer and donations management and private sector coordination.” (DHS, *NRF Comment Draft*, September 2007, p. 71)

Surge Capacity Force: “SEC. 624. SURGE CAPACITY FORCE. (a) ESTABLISHMENT.—(1) IN GENERAL.—Not later than 6 months after the date of enactment of this Act, the Administrator shall prepare and submit to the appropriate committees of Congress a plan to establish and implement a Surge Capacity Force for deployment of individuals to respond to natural disasters, acts of terrorism, and other man-made disasters, including catastrophic incidents. (2) AUTHORITY. (A) IN GENERAL.—Except as provided in subparagraph (B), the plan shall provide for individuals in the Surge Capacity Force to be trained and deployed under the authorities set forth in the Robert T. Stafford Disaster Relief and Emergency Assistance Act…. (b) EMPLOYEES DESIGNATED TO SERVE.—The plan shall include procedures under which the Secretary shall designate employees of the Department who are not employees of the Agency and shall, in conjunction with the heads of other Executive agencies, designate employees of those other Executive agencies, as appropriate, to serve on the Surge Capacity Force. (c) CAPABILITIES.—The plan shall ensure that the Surge Capacity Force—(1) includes a sufficient number of individuals credentialed in accordance with section 510 of the Homeland Security Act of 2002, as amended by this Act, that are capable of deploying rapidly and efficiently after activation to prepare for, respond to, and recover from natural disasters, acts of terrorism, and other man-made disasters, including catastrophic incidents; and (2) includes a sufficient number of full-time, highly trained individuals credentialed in accordance with section 510 of the Homeland Security Act of 2002, as amended by this Act, to lead and manage the Surge Capacity Force…. ” (Post-Katrina Emergency Management Reform Act of 2006, p. 1419-1420)

Sustainable Communities: “Sustainable communities make more efficient use of their land. They emphasize open space planning where appropriate by promoting greenways, parks, and
landscaping. The effective use of open space can prevent development from encroaching upon floodplains, active fault zones, and other hazard areas. Sustainable communities also take advantage of underutilized urban areas and encourage infill and “brownfield” development. Energy and resource conservation are high priorities. Emphasis is placed on public transit and creating mixed-use environments that are less dependent on automobiles. An essential characteristic of a sustainable community is its resilience to natural disasters.” (FEMA, Rebuilding For A More Sustainable Future: An Operational Framework, Nov. 2000, p. 1-3)

**Sustainable Communities:** …where people and property are kept out of the way of natural hazards, where the inherently mitigating qualities of natural environmental systems are maintained, and where development is designed to be resilient in the face of natural forces…” (Godschalk, Kaiser, and Berke 1998, 86)

**Sustainable Development:** “In its broader sense, sustainability is defined as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. In the context of emergency management, this meaning remains and it is linked to creating places that are less vulnerable to natural and technological hazards and that are resilient to those events. Sustainable hazard management has five components: environmental quality; quality of life; disaster resilience; economic vitality; and inter- and intra-generational equity. Reducing the risk from hazards, reducing losses from disasters and working toward sustainable communities go hand-in-hand” (Britton 1998, 1).

**Sustainable Development:** “…the reconciliation of society’s development goals with Planet Earth’s environmental limits over the long term.” (Carrido and Hays 2001, 1)

**Sustainable Development:** A strategy for improving the quality of life while preserving the environmental potential for the future, of living off interest rather than consuming natural capital. Sustainable development mandates that the present generation must not narrow the choices of future generations but must strive to expand them by passing on an environment and an accumulation of resources that will allow its children to live at least as well as, and preferably better than, people today. Sustainable development is premised on living within the Earth’s means. (National Commission 1993, 2)

**Sustainable Development:** “Sustainable development – which meets the needs of the present without compromising the ability of future generations to meet their own needs – is generally understood to require (1) economic growth, (2) protection of the environment, and (3) sustainable use of ecological systems. There is, however, a fourth criterion of equal importance: Sustainable development must be resilient with respect to the natural variability of the Earth and the solar system.” (NSTC 1996, 4)

**Sustainable Development:** Development in the present that does not destroy the resources needed for future development (Simeon Institute 1998).

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21 Downloaded from web site address: http://www.cyberg8t.com/simeon/glossary.html (definitions from The Simeon Institute are obtained from “unattributed sources”).
Sustainable Development: Sustainable development is that which “meets the needs of the present without compromising the ability of future generations to meet their own needs.” (UN World Commission 1987, 8)

Sustainable Planner: “The Sustainability Planner acts as a catalyst for sustainability and promotes a sustainable redevelopment component into the overall reconstruction effort. The Sustainability Planner evaluates opportunities for implementing sustainable redevelopment, presents these findings, and helps to build consensus on the appropriate level of effort to be pursued by FEMA, other Federal agencies (OFAs), state and local agencies, and nongovernmental organizations (NGOs)…. The goal of the sustainability initiative is to reduce the potential for disaster losses and to help communities realize opportunities to implement sustainable redevelopment during the recovery process. Although the goals and responsibilities of the Sustainability Planner are in many ways similar to FEMA’s overall hazard mitigation goal, it is necessary to draw some distinctions. The Sustainability Planner focuses on developing comprehensive, long-term planning solutions and identifying opportunities to incorporate sustainable and livable community objectives. The mitigation specialist focuses on specific structural or nonstructural mitigation measures, such as buy-out or elevation of structures, National Flood Insurance Program (NFIP) compliance, building code enforcement, flood protection measures, and seismic and wind retrofit. The Sustainability Planner is more involved with comprehensive plans, zoning and subdivision regulations, and watershed and basin planning initiatives. The Sustainability Planner and the mitigation specialist are partners in building more disaster-resistant and sustainable communities, and their respective areas of emphasis complement each other.” (FEMA, Rebuilding For A More Sustainable Future: An Operational Framework, November 1, 2000, p. 1-1, 1-2)

Sustainable Redevelopment: “The term “sustainable redevelopment” refers to applying the concepts and practices of sustainable development to the disaster recovery process. The post-disaster environment presents a unique opportunity to implement sustainability initiatives and to increase the quality of the built environment. If reconstruction is a major element of the recovery process, affected communities are presented with an opportunity to address such issues as the compatibility of development with the environment and natural hazards, the use of renewable resources, and improved community planning and physical design.” (FEMA, Rebuilding For A More Sustainable Future: An Operational Framework, Nov. 2000, p. 1-3)

Sustainability: “Essentially, sustainability means that decisions made today should not reduce the options of future generations, but pass on to them a natural, economic, and social environment that provides a high quality of life.” (FEMA, Rebuilding For A More Sustainable Future: An Operational Framework, November 1, 2000, p. 1-3)

Sustainability Initiative (FEMA): “The goal of the sustainability initiative is to reduce the potential for disaster losses and to help communities realize opportunities to implement sustainable redevelopment during the recovery process…. FEMA’s sustainability initiative began formally in November 1998 when the Associate Director for Mitigation encouraged Regional Directors to set up a sustainable redevelopment function in DFOs (see Appendix I). The Associate Director proposed the establishment of a sustainability desk as part of the mitigation function in DFOs and/or Disaster Recovery Centers (DRCs). Two pilot efforts were undertaken

**SVA:** Security Vulnerability Assessment. (DHS, NIPP, 2006, p. 102)

**Tabletop Exercise (TTX):** “An activity that involves key personnel discussing simulated scenarios in an informal setting. This type of exercise can be used to assess plans, policies, and procedures or to assess the systems needed to guide the prevention of, response to, and recovery from a defined incident. TTXs typically are aimed at facilitating understanding of concepts, identifying strengths and shortfalls, and achieving changes in attitude. Participants are encouraged to discuss issues in depth and develop decisions through slow-paced problem solving, rather than the rapid, spontaneous decision making that occurs under actual or simulated emergency conditions.” (FEMA, NIMS Compliance Metrics Terms of Reference (For FY 2007), Oct.23, 2006, pp. 3-4) [See “Exercise Types”]

**Tactics:** [ICS/NIMS] “Deploying and directing resources during an incident to accomplish the objectives designated by strategy.” (USCG, IM Handbook, 2006, Glossary 25-23)

**Target Capabilities List (TCL):** “The Target Capabilities List describes the capabilities related to the four homeland security mission areas: Prevent, Protect, Respond, and Recover. It defines and provides the basis for assessing preparedness. It also establishes national guidance for preparing the Nation for major all-hazards events, such as those defined by the National Planning Scenarios. The current version of the TCL contains 37 core capabilities. A “Consensus of the Community” approach was used to develop the Target Capabilities List. Stakeholders from Federal, State, local, territorial, and tribal governments, the private sector, and nongovernmental organizations came together in four national workshops and capability working groups to define the capabilities. The Guidelines will serve as a framework to guide operational readiness planning, priority-setting, and program implementation at all levels of government. The Guidelines provide a call to action by all Americans as they consider their personal and shared responsibility to be part of *A Nation Prepared.* The Target Capabilities List provides guidance on building and maintaining capabilities that support the Guidelines” (DHS, TCL, Sep 2007, p. iii)

**Target Capabilities List (TCL):** “...defines 37 specific capabilities that communities, the private sector and all levels of government should possess in order to respond effectively to disasters.” (DHS, National Response Framework Comment Draft, September 10, 2007, 68)

**Target Capabilities List (TCL):** “A component of the National Preparedness Goal from HSPD-8 which describes and sets targets for the capabilities required to achieve the four homeland security mission areas: Prevent, Protect, Respond, and Recover. The List defines and provides the basis for assessing preparedness. It also establishes national targets for the capabilities to prepare the Nation for major all-hazards events, such as those defined by the National Planning Scenarios. The current version of the TCL contains 37 core capabilities.” (Homeland Security Council, National Continuity Policy Implementation Plan, Aug 2007, 67)

**Task Force:** [ICS] “A group of resources with common communications and a leader assembled for a specific mission.” (USCG, IM Handbook, 2006, Glossary 25-23)
**TCL:** Target Capabilities List. *(DHS, NIPP, 2006, p. 102)*

**TCU:** Tribal Colleges and Universities.

**Terrorism:** “…premeditated, politically motivated violence perpetrated against noncombatant targets by subnational groups or clandestine agents.” *(Department of State)*

**Terrorism:** “Any activity that (1) involves an act that is (a) dangerous to human life or potentially destructive of critical infrastructure or key resources, and (b) a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and (2) appears to be intended to (a) intimidate or coerce a civilian population, (b) influence the policy of a government by intimidation or coercion, or (c) affect the conduct of a government by mass destruction, assignation, or kidnapping.” *(DHS, NIPP, 2006, p. 105)*

**Terrorism:** “…the unlawful use of force or violence against persons or property to intimidate or coerce a Government, the civilian population, or any segment thereof, in furtherance of political or social objectives.” *(FBI)*

**Terrorism:** “The calculated use of unlawful violence or threat of unlawful violence to inculcate fear; intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological.” *(FEMA, Disaster Dictionary 2001, 120; citing DoD Joint Pub 1-102)*

**Terrorism:** “The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Domestic terrorism involves groups or individuals who are based and operate entirely within the United States and U.S. territories without foreign direction and whose acts are directed at elements of the U.S. government or population.” *(FEMA, Guide for All-Hazard Emergency Operations..., 2001, p. 6-G-F-3)*

**Terrorism:** A violent act to attain specific goals. Distinguished from other types of criminal acts by:

- Political aims and motives.

- Violent or acts that threaten violence.

- Far-reaching psychological repercussions beyond immediate victim or target.

- Conducted by organization with identifiable chain of command or structure.

- Perpetrated by sub-national group or non-state entity. *(Hoffman, 1998)*

**Terrorism:** “…the calculated use of unexpected, shocking, and unlawful violence against noncombatants (including, in addition to civilians, off-duty military and security personnel in
peaceful situations) and other symbolic targets perpetrated by a clandestine member(s) of a subnational group or a clandestine agent(s) for the psychological purpose of publicizing a political or religious cause and/or intimidating or coercing a government(s) or civilian population into accepting demands on behalf of the cause.” (Library of Congress 1999, 12)

Terrorism:

Simple definition: Violence or threatened violence intended to produce fear or change.

Legal definition: Criminal violence violating legal codes and punishable by the state.

State-sponsored terrorism: National or other groups used to attack other interests.

State terrorism: Power of the government used to repress its people to the point of submission. (Rosie, 1987)

Terrorism: “The word terrorism emerged during the French revolution of the late 1700s to describe efforts by the revolutionary government to impose its will through widespread violence; the Academie Francaise soon defined terrorism as a ‘system or rule of terror.’” (Sauter and Carafano 2005, 64)

“…terrorism usually includes most or all of the following central elements:

• Conducted by subnational groups
• Targeted at random noncombatant victims
• Directed at one set of victims in part to create fear among a larger audience
• Aimed at coercing governments or populations
• Planned to get publicity
• Motivated by political, ideological, or religious beliefs
• Based on criminal actions (actions that would also violate the rules of war).” (p. 66)

Terrorism: “Terrorism, or the threat of terrorism, involves acts of violence used in peace, conflict or war and are acts that shock the senses of reasonable people.” (Simonsen, 2004)

Terrorism: “Terrorism is a special type of violence. While terrorism often seeks legitimacy as political action, terrorism is a criminal offense under nearly every national or international legal code. Although terrorism has not yet caused the physical devastation and large number of casualties normally associated with traditional warfare, terrorism can produce a significant adverse psychological impact and present a threat greater than a simple compilation of the number of people killed or the quantity of materiel destroyed.” (US Army TRADOC, 2007, p. 3) “The calculated use of violence or threat of violence to inculcate fear; intended to coerce or to intimidate governments or societies in the pursuit of goals that are generally political, religious, or ideological.” (US Army TRADOC, 2007, p. 151)
Terrorism: “Any activity that: (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources and (b) is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population, (b) to influence the policy of a government by intimidation or coercion, or (c) to affect the conduct of a government by mass destruction, assassination, or kidnapping.” (USCG, IM Handbook 2006 Glossary 25-23)

Terrorism: “The National Strategy for Homeland Security characterizes terrorism as any premeditated, unlawful act dangerous to human life or public welfare that is intended to intimidate or coerce civilian populations or governments. This description captures the core concepts shared by the various definitions of terrorism contained in the U.S. Code, each crafted to achieve a legal standard of specificity and clarity. This description covers kidnappings; hijackings; shootings; conventional bombings; attacks involving chemical, biological, radiological, or nuclear weapons; cyber attacks; and any number of other forms of malicious violence. Terrorists can be U.S. citizens or foreigners, acting in concert with others, on their own, or on behalf of a hostile state.” (White House, National Strategy For HS, 2002, p. 2)

Terrorism Preparedness: “The term ‘terrorism preparedness’ means any activity designed to improve the ability to prevent, prepare for, respond to, mitigate against, or recover from threatened or actual terrorist attacks.” (US Congress, Implementing the 9/11 Commission Recommendations Act of 2007, August 7, 2007, p. 10)

Terrorism Risk Assessment: “TERRORISM RISK ASSESSMENT--With respect to analyzing and assessing the risk of acts of terrorism, the Administrator shall consider—(1) the variables of threat, vulnerability, and consequences related to population (including transient commuting and tourist populations), areas of high population density, critical infrastructure, coastline, and international borders; and (2) the most current risk assessment available from the Chief Intelligence Officer of the Department of the threats of terrorism against the United States.” (Post-Katrina Emergency Management Reform Act of 2006, p. 1426)

Terrorist: Under U.S. law and sentencing guidelines a terrorist is someone who “appears to be intended to intimidate or coerce a civilian population.” (US Code, Title 18, Part I, Chapter 113b, Section 2331)


The Infrastructure Security Partnership (TISP): “The Infrastructure Security Partnership (TISP) was established following the tragic events of September 11, 2001, as a national forum for public and private-sector organizations to collaborate on issues regarding the resilience of the nation’s critical infrastructure against the adverse impacts of natural and man-made disasters. TISP members—who represent the design, construction, operation, and maintenance communities; local, state, and federal agencies; academe; and other organizations concerned about disaster preparedness, response, and recovery—work together to identify and develop cost-effective solutions by leveraging their collective resources, experience, technical expertise, research and development capabilities, and knowledge of public policy regarding natural and man-made disasters. Since its establishment, membership has grown to more than 100
organizations representing more than 1.5 million individuals and firms.” (TISP, Regional Disaster Resilience: A Guide for Developing an Action Plan, June 2006, p. 1)

**Threat:** “The intention and capability of an adversary to undertake actions that would be detrimental to CI/KR.” (DHS, NIPP, 2006, p. 105)

**Threat:** “An indication of possible violence, harm, or danger.” (FEMA NIMS Draft, 2007, 159)

**Threat:** “The likelihood of a hazard occurring.” (HHS, Medical Surge Capacity and Capability Handbook, August 2004, p. D-12, Glossary)

**Threat Assessment Inquiry:** “The primary purpose of a threat assessment is to prevent targeted violence. The threat assessment process is centered upon analysis of the facts and evidence of behavior in a given situation. The appraisal of risk in a threat assessment focuses on actions, communications, and specific circumstances that might suggest that an individual intends to mount an attack and is engaged in planning or preparing for that event.

In a situation that becomes the focus of a threat assessment inquiry or investigation, appropriate authorities gather information, evaluate facts, and make a determination as to whether a given student poses a threat of violence to a target. If an inquiry indicates that there is a risk of violence in a specific situation, authorities conducting the threat assessment collaborate with others to develop and implement a plan to manage or reduce the threat posed by the student in that situation.

Six principles form the foundation of the threat assessment process. These principles are:

- Targeted violence is the end result of an understandable, and oftentimes discernible, process of thinking and behavior.
- Targeted violence stems from an interaction among the individual, the situation, the setting, and the target.
- An investigative, skeptical, inquisitive mindset is critical to successful threat assessment.
- Effective threat assessment is based upon facts, rather than on characteristics or ‘traits’.
- An ‘integrated systems approach’ should guide threat assessment inquiries and investigations.
- The central question in a threat assessment inquiry or investigation is whether a student poses a threat, not whether the student has made a threat.” (US Secret Service and DOE, Threat Assessment in Schools, 2002)

**Thunderstorm:** Sudden electrical discharges manifested by a flash of light (lightning) and a sharp or rumbling sound (thunder). Thunderstorms are associated with convective clouds (Cumulonimbus) and are, more often, accompanied by precipitation in the form of rain showers or hail, or occasionally snow, snow pellets, or ice pellets. (WMO 1992, 622)

**TIA:** Terrorism Incident Annex.
**Tiered Response:** “Incidents must be managed at the lowest possible jurisdictional level and supported by additional response capabilities when needed. It is not necessary that each level become overwhelmed, or fail, prior to surging resources from another level. Just the contrary, a tiered response will also be a forward-leaning response.

Most incidents begin and end locally and are wholly managed at the community level. Many incidents require additional resources or support from across the community, and some require additional support from neighboring communities or the State. A few require Federal support. National response protocols recognize this and are structured to provide additional, tiered levels of support when there is a need for additional resources or capabilities to support and sustain the response and initial recovery. During large-scale events, all levels will take proactive actions to respond, anticipating resources that may be required.” (DHS, NRF Comment Draft, September 2007, p. 9)

**TISP.** The Infrastructure Security Partnership.

**Title 10 Status:** “In rare circumstances, the President would federalize National Guard forces for domestic duties under Title 10. In such cases, the forces are no longer under the command of the Governor. Instead, the Department of Defense assumes full responsibility for all aspects of the deployment, including command and control over National Guard forces.” (DHS, NRF Comment Draft, September 2007, p. 38)

**Title 32 Status:** “National Guard forces employed under State Active Duty or Title 32 status are providing support to the Governor of their State and are not part of Federal military response efforts. When the National Guard is deployed in State Active Duty status, the Governor retains command and control of forces inside his or her State or territory. State Active Duty is based on State statute and policy, and the State is responsible for all costs relating to the deployment. Title 32 Full-Time National Guard Duty refers to Federal training or other duty, other than inactive duty, performed by a member of the National Guard. Title 32 is not subject to *posse comitatus* restrictions and allows the Governor, with the approval of the President or the Secretary of Defense, to order a Guard member to duty to: (1) Perform training and other operational activities. (2) Undertake activities for the military protection of the territory or domestic population 1 of the United States, or of the infrastructure or other assets of the United States determined to be critical to national security, from a threat or aggression against the United States. (3) Conduct homeland defense activities that the Secretary of Defense determines to be necessary and appropriate for participation by the National Guard units or members.” (DHS, NRF Comment Draft, September 2007, p. 37)

**TOPOFF:** Top Officials.

**TOPOFF 1 Full-Scale Exercise (May 2000):** “TOPOFF 2000 was a single, full-scale exercise conducted over 10 days in three venues:

- Denver, CO: Bioterrorism attack (Plague).
- Portsmouth, NH: Chemical attack (Sulfur Mustard).
Exercise TOPOFF (Top Officials) 2000 was a Congressionally mandated, “no-notice” national exercise held in May 2000. It was designed to assess the nation’s crisis and consequence management capability by exercising the plans, policies, procedures, systems, and facilities through local, state, and Federal responses to geographically-dispersed terrorist threats and acts. The exercise was co-sponsored by the Department of Justice (DOJ) and the Federal Emergency Management Agency (FEMA), which were designated as the lead agencies for the exercise by the Senate Appropriations Committee in Senate Report 105-235. The exercise was the largest peacetime terrorism exercise ever sponsored by DOJ or FEMA.” (Global Security.org. “TOPOFF 1.” August 4, 2006 update)

TOPOFF 1 Exercise Lessons Learned: “Top Off 1 showed us that multiple control centers, numerous liaisons, and an increasing number of response teams only complicated coordination and unity of effort…. Top Off 1 also demonstrated that threat information and a common threat picture need to be shared in a timely manner….We also learned a few other lessons as well. Educating, exercising, and equipping crisis and consequence managers and responders remains a national priority…. Just as important, Top Off 1 proved that the response required of a large-scale bio-terrorism incident is significantly different from response to other weapons of mass destruction attacks. Additionally, we saw the fragility in a public health structure that lacked both adequate funding to prepare for a bio-terrorist incident and leadership at the federal level.” (DHS, “Remarks by Secretary Tom Ridge…on…the TOPOFF 2 Exercises,” May 5, 2003, p. 2)

TOPOFF 2 Full-Scale Exercise (May 12-16, 2003): “The goals of TOPOFF 2 are to improve the nation's capacity to manage extreme events; create broader frameworks for the operation of expert crisis and consequence management systems; validate authorities, strategies, plans, policies, procedures, and protocols; and build a sustainable, systematic national exercise program to support the national strategy for homeland security.” (FEMA, "TOPOFF 2” FEMA Press Release, May 5, 2003.)

TOPOFF 3 Full-Scale Exercise (April 4–8, 2005: “The U.S. Department of Homeland Security’s Top Officials Three Exercise (TOPOFF 3) is a Congressionally mandated exercise designed to strengthen the nation’s capacity to prevent, prepare for, respond to, and recover from large-scale terrorist attacks involving weapons of mass destruction (WMDs). The TOPOFF 3 Exercise Program, the most comprehensive terrorism response exercise ever conducted in the United States, is made up of a two-year cycle of seminars, planning events and exercises culminating in a Full-Scale Exercise that simulates a coordinated terrorist attack involving biological and chemical weapons. (DHS, “TOPOFF 3 Exercise,” April 25, 2006.

TOPOFF 4 Full-Scale Exercise (October 15-19, 2007): “The TOPOFF 4 Full-Scale Exercise builds on knowledge derived from earlier TOPOFF exercises and recent real world events, and contains several new elements:

- Increased coordination with U.S. Department of Defense exercises to combat global terrorism
- Expanded emphasis on prevention – the opportunity to piece together an intelligence “puzzle” and stop an attack before it occurs
- Focus on mass decontamination and large-scale recovery and remediation issues

**Tornado:** “Tornadoes are extremely complex wind events that cause damage ranging from minimal or minor to absolute devastation…. In a simplified tornado model, there are three regions of wind:

1. Near the surface, close to the core or vortex of the tornado. In this region, the winds are complicated and include the peak low level wind speeds, but are dominated by the tornado’s strong rotation. It is in this region that strong upward motions occur that carry debris upward, as well as around the tornado.
2. Near the surface, away from the tornado’s core or vortex. In this region, the flow is dominated by inflow to the tornado. The inflow can be complicated and is often concentrated into relatively narrow swaths of strong inflow rather than a uniform flow into the tornado’s core circulation.
3. Above the surface, typically above the tops of most structures, the flow tends to become very nearly circular.

In an actual tornado, the diameter of the core or vortex circulation can change with time, so it is impossible to say precisely where one region of the tornado’s flow ends and another begins. Also, the visible funnel cloud associated with and typically labeled the vortex of a tornado is not always the edge of the strong extreme winds. Rather, the visible funnel cloud boundary is determined by the temperature and moisture content of the tornado’s inflowing air. The highest wind speeds in a tornado occur at a radius measured from the tornado core that can be larger than the visible funnel cloud’s radius. It is important to remember that a tornado’s wind speeds cannot be determined just by looking at the tornado.” (FEMA, *Building Performance Assessment Report: Midwest Tornadoes of May 3, 1999*, July 13, 1999, p. 2-4)

**Tornado:** A violently rotating storm of small diameter; the most violent weather phenomenon. It is produced in a very severe thunderstorm and appears as a funnel cloud extending from the base of a Cumulonimbus to the ground. (WMO 1992, 626)

**Tragedy:** “An intensely sad, calamitous, or fatal event or course of events; disaster” (Funk & Wagnalls 1996).

“The word ‘tragedy’ summons up in one’s mind the inevitability not only of this event but of other similar events in the past and more to follow. Responsibility can be successfully abrogated with the application of the label ‘tragedy’…One needs to look no further into the cause or causes of this event because it has now been lifted outside of one’s power and into the domain of Greek drama and fate. As a tragedy, it was fated to be and the only possible response is to accept it (and others of its kind) as part of the inescapable human situation. The event may be mourned and one may sympathize briefly with the victims. But one is freed (by thinking of it as a tragedy) from the need to examine the conceptual apparatus that led to this outcome” (Allinson 1993, 14).

**Transit Security Grant Program (TSGP):** “TSGP provides funding to support security enhancements for intercity passenger rail transportation, freight rail, and other security measures.
The program addresses three transit modalities: rail transit, intra-city bus transit, and ferry systems.” (DHS/ODP, FY 2006 EMPG Program Guidance, November 2005, p. 10)

**TSA:** Transportation Security Administration. (DHS, NIPP, September 2006, p. 102)

**TSGP:** Transit Security Grant Program.

**Tsunami:** “A sea wave of local or distant origin that results from large sea-floor displacements associated with powerful earthquakes, major submarine landslides, or exploding volcanic islands.” (USGS, *Putting Down Roots in Earthquake Country*, 2007, Glossary)

**TTX:** Tabletop Exercise

**Type:** “An ICS resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of incident management teams) experience and qualifications.” (FEMA, NIMS, 2007, 159)

**Typhoon:** Name given to a tropical cyclone with maximum sustained winds of 64 knots or more near the centre in the western North Pacific. (WMO 1992, 644)

**UASI:** Urban Areas Security Initiative. (DHS, NIPP, 2006, p. 102)

**UC:** Unified Command.

**UFC:** Unified Coordination Group. (DHS, NRP Comment Draft, September 2007, p. 48)

**Unacceptable Risk:** “Level of risk as determined by the risk management process which cannot be mitigated to an acceptable safe level.” (USCG, IM Handbook, 2006, Glossary 25-25)

**Unified Approach:** “A major objective of preparedness efforts is to ensure mission integration and interoperability when responding to emerging crises that cross functional and jurisdictional lines, as well as between public and private organizations.” (FEMA, NIMS Draft, 2007, p. 160)

**Unified Area Command (UAC):** “A unified area command is established when incidents under an area command are multi-jurisdictional.” (USCG, IM Handbook, 2006, Glossary 25-25)

**Unified Command (UC):** A method for all agencies or individuals who have jurisdictional responsibility, or in some cases who have functional responsibilities at the incident, to contribute to: determination of overall objectives for the incident, and selection of strategies to achieve the objectives.

**Unified Command (UC):** “Effective unified command is indispensable to all incident response activities and requires a clear understanding of the roles and responsibilities of each participating organization. Success requires unity of effort, which respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives. Unified command is an important element across multi-jurisdictional or multi-agency incident management activities. It provides a structure to enable agencies with
different legal, geographic and functional responsibilities to coordinate, plan and interact effectively. As a team effort, unified command allows all agencies with jurisdictional authority or functional responsibility for the incident to provide joint support through mutually developed incident objectives and strategies established at the command level. Each participating agency maintains its own authority, responsibility and accountability. This Framework [NRF] employs the NIMS structures and tools that enable unified command to be effective in incident management.” (DHS, NRF Comment Draft, September 2007, p. 10)

**Unified Command (UC):** “The doctrine of unified command is applied at the headquarters, regional and field levels to enable diverse agencies to work together effectively. Using unified command principles, participants share common goals and synchronize their activities to achieve those goals. The Federal Government also works to establish engaged partnership with States, as well as the private sector. Our national response is more effective when all levels of government work together well before an incident to develop effective plans and achieve a heightened state of preparedness.” (DHS, NRF Comment Draft, September 2007, p. 21)

**Unified Command (UC):** “Under the ICS [Incident Command System] concept of operations, Unified Command is a unified team effort which allows all agencies with responsibility for an incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This Unified Command effort is accomplished without losing or abdicating agency authority, responsibility, or accountability.” (FEMA Disaster Dictionary, 2001, p.124; citing ICS Glossary)

**Unified Command (UC):** “An ICS application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.” (FEMA, National Incident Management System (FEMA 501/Draft), August 2007, p. 160)

**Unified Command.** “A standard method to coordinate command of an incident where multiple agencies have jurisdiction.” (NFPA 1561, 2002, p. 8)

**Unified Command:** “As a term in the Federal application of the Incident Command System (ICS), defines agencies working together through their designated Incident Commanders at a single Incident Command Post (ICP) to establish a common set of objectives and strategies, and a single Incident Action Plan. This is NOT “unified command” as defined by the Department of Defense.” (US Army TRADOC, 2007, p. 152)

**Unified Command (UC):** “An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP and to establish a common set of objectives and strategies and a single Incident Action Plan. This is accomplished without losing or abdicating authority, responsibility, or accountability.” (USCG, IM Handbook, 2006, Glossary 25-25)
Unified Coordination Group: Under the National Response Framework, “Using unified command principles, a Unified Coordination Group comprised of senior officials from the State and key Federal departments and agencies is established at the JFO. This group of senior officials provides the breadth of national support to achieve shared objectives.” (DHS, NRF Comment Draft, September 2007, pp. 49-50)

“The Unified Coordination Group oversees the development of an exit strategy and demobilization plan. As the need for full-time interagency response coordination at the JFO wanes, the Unified Coordination Group plans for selective release of Federal resources, demobilization, transfer of responsibilities and closeout.” (DHS, NRF Comment Draft, September 2007, p. 42) See, also, p. 68.

Unified Coordination Staff: “The JFO structure normally includes a Unified Coordination Staff. The Unified Coordination Group determines the extent of staffing based on the type and magnitude of the incident. (See the JFO Standard Operating Procedure for further details on these and other Federal staff positions supporting the field operation.)” (DHS, NRF Comment Draft, September 2007, p. 66)

Unified Incident Management: “Unified Command: Also referred to as Unified Incident Management. An application of ICS/IMS used when there is more than one agency with incident jurisdiction. Agencies work together through their designated Incident Commanders or Managers at a single location to establish a common set of objectives and strategies, and a single incident action plan.” (HHS, Medical Surge Capacity and Capability Handbook, 2004, p. 2-12)


United States Fire Administration: “As an entity of the Department of Homeland Security's Federal Emergency Management Agency, the mission of the USFA is to reduce life and economic losses due to fire and related emergencies, through leadership, advocacy, coordination and support. We serve the Nation independently, in coordination with other Federal agencies, and in partnership with fire protection and emergency service communities. With a commitment to excellence, we provide public education, training, technology, and data initiatives.” (FEMA About the USFA)

The U.S. Fire Administration (USFA) was created in 1974 in response to a bleak assessment of fire safety in the United States. The report detailed the loss of nearly 12,000 citizens and 250 firefighters to fires each year. Through firefighter training, public fire-safety education and research, the USFA cut fire-related deaths in half by 1998.

Unity of Command: “Each individual involved in incident operations will be assigned to only one supervisor.” (FEMA, National Incident Management System Draft, August 2007. p. 160)

Unity of Effort: “…respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives.” (DHS, NRF Comment Draft, September 2007, p. 10)
Universal Task List: “…a menu of some 1,600 unique tasks that can facilitate efforts to prevent, protect against, respond to and recover from the major events that are represented by the National Planning Scenarios. It presents a common vocabulary and identifies key tasks that support development of essential capabilities among organizations at all levels. Of course, no entity will perform every task. Instead, this task list was used to assist in creating the Target Capabilities List.” (DHS, NRF Comment Draft, September 2007, p. 10)

Urban Areas Security Initiative: “In July 2002 the President approved the National Strategy for Homeland Security, a road map for the national effort to prevent and respond to acts of terrorism in the United States. The National Strategy recognizes the vital role of state and local public safety agencies in providing for the security of our homeland. In February 2003 the President signed into law the Fiscal Year (FY) 2003 Omnibus Appropriations Act which provides state and local governments with the vital funding they require to participate in the national effort to combat terrorism.

The U.S. Department of Homeland Security (DHS), Office for Domestic Preparedness (ODP) FY 2003 Urban Areas Security Initiative (UASI) reflects a confluence of important Presidential initiatives designed to enhance the preparedness of the nation to combat terrorism. Whereas most states and municipalities have strengthened their overall capability to respond to acts of terrorism involving chemical, biological, radiological, nuclear or explosive (CBRNE) weapons, there continues to be room for improvement in meeting our national priorities of preventing and responding to terrorist attacks.

The Office for Domestic Preparedness is providing financial assistance directly to selected jurisdictions through the Fiscal Year (FY) 2003 Urban Areas Security Initiative. This financial assistance is being provided to address the unique equipment, training, planning and exercise needs of large high threat urban areas, and to assist them in building an enhanced and sustainable capacity to prevent, respond to, and recover from threats or acts of terrorism.” (DHS (DHS Secretary Tom Ridge Forward to FY 2003 UASI Grant Application)

Urban Search and Rescue (US&R): “Urban search-and-rescue (US&R) involves the location, rescue (extrication), and initial medical stabilization of victims trapped in confined spaces. Structural collapse is most often the cause of victims being trapped, but victims may also be trapped in transportation accidents, mines and collapsed trenches.” (FEMA, Urban Search-and-Rescue (US&R), February 28, 2007 update)

Urban Search and Rescue (US&R) Task Forces: “The National US&R Response System is a framework for structuring local emergency services personnel into integrated disaster response task forces. The 28 National US&R Task Forces, complete with the necessary tools, equipment, skills and techniques, can be deployed by DHS/FEMA to assist State and local governments in rescuing victims of structural collapse incidents or to assist in other search and rescue missions. Each task force must have all its personnel and equipment at the embarkation point within 6 hours of activation. A task force can be dispatched and en route to its destination in a matter of hours.” (FEMA, NRF -- Federal Partner Guide (Comment Draft). September 10, 2007, p. 9)

Urban/Wildland Interface: “A developed area, also known as the "I-zone," occupying the
boundary between an urban or settled area and a wildland characterized by vegetation that can serve as fuel for a forest fire.” (APA, Planning For A Disaster…, 2005, p. 85)

**USACE:** United States Army Corps of Engineers.

**US-CERT:** United States Computer Emergency Readiness Team. (DHS, NIPP, 2006, p. 102)

**USCG:** United States Coast Guard.

**US&R:** Urban Search and Rescue.

**USFA:** United States Fire Administration, FEMA/DHS, Emmitsburg, MD.

**USG:** United States Government.

**USNORTHCOM:** United States Northern Command.

**USNORTHCOM Mission Statement:** “Conduct operations to deter, prevent, and defeat threats and aggression aimed at the United States, its territories, and interests within the assigned area of responsibility; and as directed by the President or Secretary of Defense, provide defense support of civil authorities including consequence management operations.” (Keating, CDRNORAD-CDRUSNORTHCOM Strategic Guidance, November 1, 2006, p. 2)

**USNORTHCOM Strategic Goals and Objectives:**

“Goal 1: Detect, deter, prevent, and defeat external threats and aggression….

Goal 2: Provide timely and effective defense support of civil authorities….

- Objective 2.1 – Anticipate requests for civil support
- Objective 2.2 – Provide military capabilities at the right place and right time
- Objective 2.3 – Maintain flexible, executable, rapidly adaptable, and regularly-exercised plans
- Objective 2.4 – Support efforts to improve capabilities of mission partners
- Objective 2.5 – Enhance interoperability and information sharing with mission partners

Goal 3: Improve unity of effort with our interagency and international partners….” (Keating, CDRNORAD-CDRUSNORTHCOM Strategic Guidance, November 1, 2006, pp. 6-8)

**USNORTHCOM Vision:** “United States Northern Command defends America’s homeland—protecting our people, national power, and freedom of action.” (Keating, CDRNORAD-CDRUSNORTHCOM Strategic Guidance, November 1, 2006, p. 3)

**UTL:** Universal Task List. (DHS, NIPP, 2006, p. 102)

**Vision Statement:** “To develop a society more resilient to natural disasters, where sustained planning, investment and action results in more sustainable communities.” (Canadian Risk and Hazards Network 2005, 11)

**VMAT:** Veterinary Medical Assistance Team.

**VOAD:** Voluntary Organizations Active in Disaster.

**Volcanic Dust:** Dust of particles emitted by a volcano during an eruption. They may remain suspended in the atmosphere for long periods and be carried by the winds to different regions of the Earth. (WMO 1992, 662)

**Voluntary Evacuation:** “This is a warning to persons within a designated area that a threat to life and property exists or is likely to exists in the immediate future. Individuals issued this type of warning or order are NOT required to evacuate, however it would be to their advantage to do so.” (FEMA, Guide For All-Hazard Emergency Operations Planning (State and Local Guide (SLG) 101), September 1996, GLO-6)

**Volunteer:** “For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.101.” (FEMA, NIMS Draft, Aug 2007, 160)

**Volunteer Services:** “There are statutory exceptions to the general statutory prohibition against accepting voluntary services under 31 U.S.C. 1342 that can be used to accept the assistance of volunteer workers. Such services may be accepted in “emergencies involving the safety of human life or the protection of property.” Additionally, provisions of the Stafford Act, 42 U.S.C. 5152(a), 5170a(2), authorize the President to use the personnel of private disaster relief organizations and to coordinate their activities.” (DHS, NRP (Draft #1), Feb 25, 2004, p. 71)

**Volunteers (Affiliated):** “Affiliated volunteers are attached to a recognized voluntary or nonprofit organization and are trained for specific disaster response activities. Their relationship with the organization precedes the immediate disaster, and they are invited by that organization to become involved in a particular aspect of emergency management.” (Points of Light Foundation, ~2003, p. 5)

**Volunteers (Convergent):** “A volunteer is someone who willingly offers his/her services without expectation of financial compensation. Volunteers that spontaneously offer their help in the wake of a disaster are known as convergent volunteers.” (CA Governor’s OES, They Will Come, 2001, p. 3)

**Volunteers (Spontaneous):** “…spontaneous volunteers, are individuals who offer to help or self-deploy to assist in emergency situations without fully coordinating their activities. They are considered “unaffiliated” in that they are not part of a disaster relief organization. Although unaffiliated volunteers can be significant resources, because they do not have preestablished relationships with emergency response organizations, verifying their training or credentials and
matching them with the appropriate service areas can be difficult.” **DHS, Overview: ESF and Support Annexes...NRF. September 2007, p. 59.**

**Volunteers (Unaffiliated):** “Unaffiliated volunteers are not part of a recognized voluntary agency and often have no formal training in emergency response. They are not officially invited to become involved but are motivated by a sudden desire to help others in times of trouble. They come with a variety of skills. They may come from within the affected area or from outside the area. (Also known as: “convergent,” “emergent,” “walk-in,” or “spontaneous.”)” (**Points of Light Foundation, ~2003, p. 5**)

**Vulnerability:** “People and things are vulnerable to natural hazards, in that they are susceptible to damage and losses. In this respect, vulnerability determines the losses [to disaster] to a greater degree than does hazard.” (**Alexander, No Date, 1**)

**Vulnerability:** …the characteristics of a person or group in terms of their capacity to anticipate, cope with, resist, and recover from the impact of a natural hazard. It involves a combination of factors that determine the degree to which someone’s life and livelihood is put at risk by a discrete and identifiable event in nature or in society. (**Blaikie et al., 9**)

**Vulnerability:** The likelihood that a person will be negatively affected by environmental hazards refers to his or her vulnerability (**Bolin/Stanford 1998, 9**).

**Vulnerability:** A measure of the extent to which a potential event is likely to deplete or damage available resources such that the reestablishment of usual living conditions cannot be achieved within a reasonable period. In this sense vulnerability may be measured as a ratio of damaged to undamaged resources. (**Buckle 1995, 11**)

> “Buckle (1995, 11) adds the concept of resilience to the definition of vulnerability. He identifies potential social, economic, and environmental effects and introduces the notion that vulnerability is associated with an ability to recover (which is not always apparent in other definitions…” (**Pearce 2000, Chapter 2, 23**)

**Vulnerability:** “…A measure of the degree and type of exposure to risk generated by different societies in relation to hazards (**Cannon 1994, 16**).”

Vulnerability is a characteristic of individuals and groups of people who inhabit a given natural, social and economic space, within which they are differentiated according to their varying position in society into more or less vulnerable individuals and groups. It is a complex characteristic produced by a combination of factors derived especially (but not entirely) from class, gender and ethnicity. Differences in these socio-economic factors result in hazards having a different degree of impact. (**Cannon 1994, 19**)

**Vulnerability:** **Vulnerability** is the susceptibility of human settlements to the harmful impacts of natural hazards. Impacts of concern include injuries and deaths to human populations; damage to personal property, housing, public facilities, equipment, and infrastructure; lost jobs, business earnings, and tax revenues, as well as indirect losses caused by interruption of business and
production; and the public costs of planning, preparedness, mitigation, response, and recovery. (Deyle et al. 1998, 121)

**Vulnerability:** 1) undefended against, open to attack, disease and hazards 2) degree of potential loss of people and goods from a damaging phenomenon. Vulnerability to hazards is the cause of disasters. (D&E Reference Center 1998)

**Vulnerability:** “A weakness in the design, implementation, or operation of an asset, system, or network that can be exploited by an adversary, or disrupted by a natural hazard or technological failure.” (DHS, NIPP, 2006, p. 105)

**Vulnerability:** “Risk is derived from a factual event or condition and the probability of its occurrence multiplied by the consequences it produces. Vulnerability more often involves a combination of factors that make up a system. Infrastructure systems such as power supply or telecommunications or even all of the infrastructures making up a society as a whole can be analyzed for their vulnerability. Vulnerability is a measure of how well a system can cope with or sustain a risk.” (Dymon 2005, 8)

**Vulnerability:** The vulnerability concept is used to characterize a system’s lack of robustness or resilience with respect to various threats, both within and outside the boundaries of the system….the term vulnerability…describe[s] the properties of an industrial system that may weaken its ability to survive and perform its mission in the presence of threats….The properties of an industrial system; its premises, facilities, and production equipment, including its human resources, human organization and all its software, hardware, and net-ware, that may weaken or limit its ability to endure threats and survive accidental events that originate both within and outside the system boundaries. (Enarson and Rausand 1998, 535-36)

**Vulnerability:** “Any weakness that can be exploited by an aggressor or, in a non-terrorist threat environment, make an asset susceptible to hazard damage.” (FEMA (BDHS), 2004)

**Vulnerability:** “[The] susceptibility to injury or damage from hazards.” (Godschalk 1991, 132)

**Vulnerability:** “The degree of loss to a given element at risk, or set of such elements resulting from the occurrence of a natural phenomenon of a given magnitude and expressed in a scale from 0 (= no damage) to 1 (= total loss) – UNDRO.” (Gunn 1990, 374)

**Vulnerability:** “Vulnerability has been variously defined as the threat of exposure, the capacity to suffer harm, and the degree to which different social groups are at risk (Cutter 1996)….Perhaps equally important is the notion that vulnerability varies by location (or space) and over time – it has both temporal and spatial dimensions….There are many types of vulnerability of interest to the hazards community, but three are the most important: individual, social, and biophysical. Individual vulnerability is the susceptibility of a person or structure to potential harm from hazards….social vulnerability…describes the demographic characteristics of social groups that make them more or less susceptible to the adverse impacts of hazards. Social vulnerability suggests that people have created their own vulnerability, largely through their own decisions and actions….Biophysical vulnerability…examines the distribution of hazardous conditions arising
from a variety of initiating events such as natural hazards...chemical contaminants, or industrial accidents.” (Hill and Cutter 2001, 14-15)

**Vulnerability:** “Vulnerability is a set of prevailing or consequential conditions composed of physical, socioeconomic and/or political factors that adversely affect ability to respond to events. Vulnerabilities can be physical, social, or attitudinal and can be primary or secondary in nature. Strategies that lower vulnerability also reduce disaster risk.” (Jegillos 1999, 12)

**Vulnerability:** “...defined as the difference between response capacity and service demand.” (Johnson 2004, 12)

**Vulnerability:** “Risk...should not be confused with vulnerability, which refers to the resources and coping abilities of a specific community to a specific hazard...Vulnerability is a reflection of the community’s coping resources and may vary within the smaller social and economic groups which form a large community.” (Lindsay 1993, 68)

**Vulnerability:** Vulnerability of any physical, structural or socioeconomic element to a natural hazard is its probability of being damaged, destroyed or lost. Vulnerability is not static but must be considered a dynamic process, integrating changes and developments that alter and affect the probability of loss and damage of all the exposed elements. (Maskrey 1989, 1)

**Vulnerability:** “Vulnerability is defined as the susceptibility of life, property, or the environment to damage if a hazard occurs.” (May, p. 6)

**Vulnerability:** “For some, particularly natural and physical scientists, vulnerability is defined as proximity or exposure to natural hazards or the probability of a disastrous occurrence (including the potential for losses owing to triggering agents) (see Reynolds 1993). Engineers, in contrast, define vulnerability as the ability of a built structure to resist the strain or force exerted by natural or other disaster agents (Norton and Chantry 1993). Sociologists, anthropologists and other social scientists define vulnerability as the amount of coping capacity, or the degree to which social, cultural, political and economic factors limit the ability to take steps to mitigate, prepare for, respond to, or recover from disaster (see Blaikie and others 1994; Sinha 1992a; Pelanda 1982).” (McEntire 1999, 5)

**Vulnerability:** “…vulnerability is the reactive or dependent component of disaster which is comprised of both the negative and positive attributes from the physical and social environments

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that increase risk and susceptibility and/or limit resistance and resilience to triggering events…” (McEntire 1999, 5)

Vulnerability: “…the potential for loss or the capacity to suffer harm from a hazard…can generally be applied to individuals, society, or the environment” (Mitchell 1997, 10).

Vulnerability: “The susceptibility of people, property, industry, resources, ecosystems, or historical buildings and artifacts to the negative impact of a disaster.” (Pearce 2000, Chapter 5, p. 37). Is “a function of people, place, preparedness, and time…” (Ibid., p. 44)

Vulnerability: “Vulnerability can be defined as the propensity to incur loss.” (Puente 1999,296)

Vulnerability: The degree of susceptibility and resilience of the community and environment to hazards, the characteristics of a community or system in terms of its capacity to anticipate, cope with, and recover from events. (Salter 1997–98, 28)

Vulnerability: The extent to which a community, structure, service, or geographic area is likely to be damaged or disrupted by the impact of a particular disaster hazard, on account of their nature, construction, and proximity to hazardous terrain or a disaster-prone area. For engineering purposes, vulnerability is a mathematical function defined as the degree of loss to a given element at risk, or set of such elements, expected to result from the impact of a disaster hazard of a given magnitude. It is specific to a particular type of structure, and expressed on a scale of 0 (no damage) to 1 (total damage). For more general socio-economic purposes and macro-level analyses, vulnerability is a less-strictly-defined concept. It incorporates considerations of both the intrinsic value of the elements concerned and their functional value in contributing to communal well-being in general and to emergency response and post-disaster recovery in particular. In many cases, it is necessary (and sufficient) to settle for a qualitative classification in terms of “high”, “medium”, and “low”; or explicit statements concerning the disruption likely to be suffered. (Simeon Institute)

Vulnerability: Ability to withstand damage – expressed on a scale of 0 (no damage) to 10 (total damage). (UNDRO 1991)

Vulnerability: Degree of loss (from 0% to 100%) resulting from a potentially damaging phenomenon. (UN 1992, 5)

Vulnerability: “Vulnerability to disasters is a status resulting from human action. It describes the degree to which a society is either threatened by or protected from the impact of natural hazards. This depends on the condition of human settlements and their infrastructure, the way in which public policy and administration are engaged in disaster management, the level of information and education about hazards and how to deal with them.” (UN ISDR 2001)

Vulnerability: “A set of conditions and processes resulting from physical, social, economical and environmental factors, which increase the susceptibility of a community to the impact of hazards.” (UN ISDR 2002, 24)
Vulnerability (Homeland Security): “Homeland security involves a systematic, comprehensive, and strategic effort to reduce America’s vulnerability to terrorist attack. We must recognize that as a vibrant and prosperous free society, we present an ever-evolving, ever-changing target. As we shore up our defenses in one area, the terrorists may exploit vulnerabilities in others. The National Strategy for Homeland Security, therefore, outlines a way for the government to work with the private sector to identify and protect our critical infrastructure and key assets, detect terrorist threats, and augment our defenses.” (White House, National Strategy for HS, 2002, 2)

Vulnerability Analysis: Identifies what is susceptible to damage. Should provide information on extent of the vulnerable zone; population, in terms of size and types that could be expected to be within the vulnerable zone; private and public property that may be damaged, including essential support systems and transportation corridors; and environment that may be affected.

Vulnerability Analysis: The process of estimating the vulnerability to potential disaster hazards of specified elements at risk. For engineering purposes, vulnerability analysis involves the analysis of theoretical and empirical data concerning the effects of particular phenomena on particular types of structures. For more general socio-economic purposes, it involves consideration of all significant elements in society, including physical, social and economic considerations (both short and long-term), and the extent to which essential services (and traditional and local coping mechanisms) are able to continue functioning. (Simeon Institute 1998)

Vulnerability Analysis: The objectives of a vulnerability analysis of an industrial system may comprise:

- To identify potential threats to the system
- To verify that the vulnerability of the system is acceptable
- To verify that the system’s security actions and installations, and safety functions are adequate
- To evaluate the cost-effectiveness of a proposed action to improve the vulnerability
- To aid in establishing an emergency preparedness plan
- As a design tool—to design a robust system

In a vulnerability analysis we work with open system models, where risk factors both inside and outside the physical boundaries of the system are taken into account. A vulnerability analysis and a risk analysis of the same company will therefore produce quite different sets of accidental events…. A traditional risk analysis is mainly limited to accidental events taking place within the physical boundaries of the system, and the threats studied are often limited to technological hazards within these boundaries…. The actions to mitigate, restore and restart the activities after an accident are normally not part of a risk analysis…. A vulnerability analysis focuses on the whole disruption
period until a new stable situation is obtained….The focal point of a vulnerability analysis is the (business) survivability of the system. *(Einarsson and Raussand 1998)*

**Vulnerability and Capacity Assessment:**

**Vulnerability Assessment:** Evaluation of the likely degree of loss to a risk or a set of hazards. *(D&E Reference Center 1998)*

**Vulnerability Assessment:** …characterizes the exposed populations and property and the extent of injury and damage that may result from a natural hazard event of a given intensity in a given area. *(Deyle, French, Olshansky and Paterson 1998, 121).*

**Vulnerability Assessment:** Vulnerability assessment, the second level of hazard assessment, combines the information from the hazard identification with an inventory of the existing (or planned) property and population exposed to a hazard. It provides information on who and what are vulnerable to a natural hazard within the geographic areas defined by hazard identification; vulnerability assessment can also estimate damage and casualties that will result from various intensities of the hazard.” *(Deyle et al. 1998, 129)*

**Vulnerability Assessment:** A vulnerability assessment presents “the extent of injury and damage that may result from a hazard event of a given intensity in a given area. The vulnerability assessment should address impacts of hazard events on the existing and future built environment.” *(FEMA 2001 (August), 7)*

**Vulnerability Assessment:** Vulnerability assessment estimates the number of people exposed to hazards (including special populations such as the elderly, hospitalized, disabled, and concentrated populations such as children in schools), the property exposed, and the critical facilities exposed (such as medical care facilities, bridges, sewage treatment and water pumping and treatment plants, power plants, and police and fire stations. *(Godschalk, Kaiser, and Berke 1998, 98-99.)*

**Vulnerability Assessment:** “Vulnerability assessments include risk/hazard information, but also detail the potential population at risk, the number of structures that might be impacted, or the lifelines, such as bridges or power lines (Platt 1995), that might be damaged. Vulnerability assessments describe the potential exposure of people and the built environment. The concept of vulnerability incorporates the notion of differential susceptibility and differential impacts.” *(Hill and Cutter, 2001, 16)*

**Vulnerability Assessment:** “Some emergency managers include geophysical and topographical factors in the vulnerability assessment process, while others include them in the risk assessment process. For example, Picket and Block (1991, 278-79), following the work of Terrence Haney, discuss the development of an earthquake hazard vulnerability model that utilizes data from five key areas: (1) geophysical, (2) topographical, (3) transportation and utility infrastructure, (4) structural facilities (buildings and bridges), and (5) demographic factors. Pearce et al. (1993, 4) argue that the consideration of geophysical and topographical factors belongs in the risk assessment process. For example, an analysis that concludes that the existence of a fault-line increases the likelihood of an earthquake occurring is part of risk assessment; however, the proximity of the community to the...
fault-line may increase or decrease the vulnerability of the population. Related to this argument is Anderson’s (1992) suggestion that emergency planners should give special consideration to the growing vulnerability of metropolitan areas. Anderson makes an important point, as often the consequences of disasters in metropolitan areas are related to how geographic and topographic information has been considered. If, for example, such information is perceived to be part of risk assessment, then proximity to a fault-line would lead to mitigation measures that could address the need to reduce risk by zoning against construction near the line, expropriating existing properties, and so on. If, on the other hand, such information is perceived to be part of vulnerability assessment, then the issue becomes not one of reducing the likelihood of experiencing an earthquake but of how to decrease one’s vulnerability by residing in an earthquake-resistant building, improving the infrastructure, or whatever.” (Pearce 2000, Chapter 2, 24-25)

**Warning:** Dissemination of message signaling imminent hazard which may include advice on protective measures. See also “alert”. (UN 1992, 5)

**Warning:** A warning is issued by the National Weather Service to let people know; that a severe weather event is already occurring or is imminent. People should take immediate safety action. (Simeon Institute 1992)

**Washington Metropolitan Area Warning System (WAWAS):** “The Washington Area Warning System (WAWAS), is a portion of the NAWAS, but is not tied directly to the NAWAS. It is operated and maintained by the FEMA Operations Center. While the NAWAS is Nationwide, the WAWAS is dedicated to the Washington, DC, metropolitan area. On a day-to-day basis, the DC Office of Emergency Management manages the WAWAS due to the amount of local information disseminated across the system. OPM uses the WAWAS to pass duty information to the various Federal departments and agencies located in the Washington, DC, area in the event of bad weather or other business affecting government operations.” (HSC, NCPIP, 67)

**Watch:** A watch is issued by the National Weather Service to let people know that conditions are right for a potential disaster to occur. It does not mean that an event will necessarily occur. People should listen to their radio or TV to keep informed about changing weather conditions. A watch is issued for specific geographic areas, such as counties, for phenomena such as hurricanes, tornadoes, floods, flash floods, severe thunderstorms, and winter storms. (Simeon Institute 1992)

**Watershed Management:** “The implementation of a plan or plans for managing the quality and flow of water within a watershed, the naturally defined area within which water flows into a particular lake or river or its tributary. The aims of watershed management are holistic and concern the maintenance of water quality, the minimization of storm water runoff, the preservation of natural flood controls such as wetlands and pervious surface, and the preservation of natural drainage patterns. Watershed management is, in many ways, an enlargement of most of the concerns that underlie floodplain management.” (APA, 2005, p. 85)

**WAWAS:** Washington Area Warning System.
**Weapon Of Mass Destruction (WMD):** “As defined in Title 18, U.S.C. § 2332a: (1) any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or similar device; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.”  (USCG, IM Handbook, 2006, Glossary 25-26)

**Weapons of Mass Destruction:** “(1) Any explosive, incendiary, or poison gas (i) bomb, (ii) grenade, (iii) rocket having a propellant charge of more than 4 ounces, (iv) missile having an explosive or incendiary charge of more than one-quarter ounce, or (v) mine or (vi) similar device; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life (18 U.S.C. 2332a).”  (DHS, NIPP, 2006, p. 105)

**Wetlands:** Those areas which are inundated or saturated by surface or ground water with a frequency sufficient to support, or that under normal hydrologic conditions does or would support, a prevalence of vegetation or aquatic life typically adapted for life in saturated or seasonally saturated soil conditions. Examples of wetlands include, but are not limited to, swamps, fresh and salt water marshes, estuaries, bogs, beaches, wet meadows, sloughs, potholes, mud flats, river overflows, and other similar areas. This definition includes those wetland areas separated from their natural supply of water as a result of activities such as the construction of structural flood protection methods or solid-fill road beds and activities such as mineral extraction and navigation improvement. This definition is intended to be consistent with the definition utilized by the U.S. Fish and Wildlife Service in the publication entitled, Classification of Wetlands and Deep Water Habitats of the United States (Cowardin et al., 1977).  (FEMA 1992)

**WH:**  White House.

**WHO:**  World Health Organization.

**Wildland:** “An area in which development has not occurred with the exception of some minimal transportation infrastructure such as highways and railroads, and any structures are widely spaced and serve largely recreational purposes.”  (APA, 2005, p. 85)

**WMD:**  Weapons of Mass Destruction.

**WMD-CST:**  Weapons of Mass Destruction – Civil Support Team

**WMO:**  World Meteorological Organization

**WYO:**  Write Your Own (NFIP)

**Y2K:**  Year 2000.
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