

Coordinating Agency:

Department of State

Cooperating Agencies:

Department of Agriculture
Department of Commerce
Department of Defense
Department of Energy
Department of Health and Human Services
Department of Homeland Security
Department of Justice
Department of Transportation
U.S. Agency for International Development
Other Federal Agencies
American Red Cross

INTRODUCTION

Purpose

This annex provides guidance on carrying out responsibilities for international coordination in support of the Federal Government's response to a domestic incident with an international component.

Scope

The International Coordination Support Annex supplements the *National Response Framework*. The role of the Department of State (DOS) within the *National Response Framework* is to fully support Federal, State, tribal, and local authorities in effective incident management and preparedness planning. A domestic incident will have international and diplomatic impacts and implications that call for coordination and consultations with foreign governments and international organizations. An incident may also require direct bilateral and multilateral actions on foreign affairs issues related to the incident, for which DOS has independent and sole responsibility. DOS's lead foreign policy role in supporting U.S. Government agencies and managing the international aspects of a domestic incident contributes to a more agile overall U.S. Government incident management capability.

Policies

In preparing for, responding to, and recovering from an actual or potential domestic incident, the Secretary of State is responsible for managing U.S. Government relations, policies, and activities as related to the international dimension of the crisis. This responsibility includes international activities that cover the spectrum of prevention, preparedness, response, and recovery.

International coordination within the context of a domestic incident requires close cooperation with foreign counterparts, multilateral/international organizations, and the private sector in the United States and abroad.

DOS supports Department of Homeland Security (DHS) and other Federal agency efforts by providing knowledge about and access to other governments, and in leading and facilitating the international aspects of a domestic incident. Similarly, U.S. nationals, including U.S. Government officials and employees, located abroad at the time of an incident may require information, assistance, communications, transportation, or other services.

DOS leverages bilateral and multilateral relationships around the world to ensure that the U.S. Government can act effectively, thus mitigating or limiting both the domestic and international impact of the incident. This is particularly important in the cases of Canada and Mexico given shared borders, extensive critical infrastructure links, and cross-border assistance agreements.

DOS and DHS may also be required to assist private industry during a domestic incident by expediting specifically requested equipment, goods, or trained personnel to enter the United States and assist with efforts to restore critical services in a timely manner. Additional cooperation with Mexico and Canada related to cross-border infrastructure is also coordinated with DHS as provided by U.S. bilateral agreements with each country.

Internationally, DOS is engaged in a wide array of diplomatic, counterterrorism, nonproliferation, and chemical, biological, radiological, nuclear, and high explosives (CBRNE)-related efforts throughout the world to assess, disrupt, deter, and prevent threats and acts of terrorism directed against the homeland and U.S. interests abroad. The objectives of these efforts are to work with global partners to ensure mutual security, to eliminate terrorist organizations wherever they may be found, to educate foreign governments and populations about the global terrorist threat, to help U.S. Government partners to enhance the security of international borders, to develop partners and organic response capabilities, to enhance mutual aid partnerships, and to prevent and respond to any domestic incident that threatens or impacts public health and welfare.

Domestically, DOS engages with the Homeland Security Council (HSC) and the National Security Council (NSC) on a range of issues with international dimensions, including intelligence-sharing and terrorist-screening mechanisms, CBRNE threats, critical infrastructure vulnerability and protection, aviation and maritime security issues, border security enhancements, domestic/international public health, law enforcement activities, and curbs on terrorist financing.

In accordance with Homeland Security Presidential Directive 7 and the *National Infrastructure Protection Plan (NIPP)*, DOS, in conjunction with DHS and the Departments of Justice, Commerce, Defense, and the Treasury and other appropriate agencies, works with foreign countries and international organizations to strengthen the protection of U.S. critical infrastructure and key resources (CIKR).

DOS may also engage with the American Red Cross, which is part of the International Red Cross and Red Crescent Movement. The Movement consists of 185 Red Cross and Red Crescent Societies around the world. The American Red Cross, in partnership with the Movement, offers international family tracing services with the capacity to locate family members separated by war or disaster. When an incident occurs in the United States, families around the world who are concerned about the welfare of their loved ones can access and search the American Red Cross Safe and Well website on the Internet. The website allows loved ones to search for registered individuals and to view well-being messages posted by individuals who have been affected by a disaster. If a family member has a particular concern about a loved one who has been affected by a disaster in the United States because the individual has a significant health or mental health condition, the family member can initiate a Welfare Information Request for Health or Mental Health Services through their local Red Cross or Red Crescent Society.

CONCEPT OF OPERATIONS

Domestic Coordination

DOS Executive Secretariat and Operations Center Task Force(s) – Domestic Support and International Outreach

DOS's Executive Secretariat and its Operations Center establish a DOS Task Force when domestic incidents have major international implications. DOS:

- Reviews its Headquarters operational capabilities and its national/international operability and connectivity.
- Immediately communicates with the National Operations Center (NOC) and as required with other U.S. Government agencies, as outlined in the Emergency Support Function (ESF) Annexes.
- Advises U.S. Embassies/Consulates regarding the domestic incident. Provides U.S. missions with instruction on advising other governments, the United Nations (U.N.), and other multilateral organizations.
- Advises U.S. missions of any possible direct or collateral implications for U.S. citizens, businesses, and/or interests in other countries, and actions to be considered.
- Provides liaison officers to key operational nodes in the Federal, State, tribal, or local incident management architecture, as required.

Domestic DOS Facilities/Personnel

DOS coordinates with other Federal, State, tribal, or local authorities to respond to events at DOS domestic facilities and ensures the safety and security of DOS personnel. The Office of Emergency Management, Bureau of Administration, coordinates response to emergencies impacting DOS domestic facilities and personnel.

Support to Foreign Missions/Foreign Nationals in the United States

DOS:

- Has operational responsibility, shared with Federal, State, tribal, and local authorities, to ensure the protection of foreign missions, the U.N., and other multilateral organizations with missions in the United States, and for the safety/security of their official personnel.
- If requested, assists foreign Embassies/Consulates in coordinating with Federal, State, tribal, and local authorities to enable foreign diplomatic missions to provide information to their citizens in the United States and to render safety/security and other consular assistance (e.g., medical assistance, evacuations, consular access to hospitals and morgues, etc.).

Foreign Coordination

Immediate U.S. Government Incident Management – Operational Needs

DOS:

- Through Embassies/Consulates, coordinates U.S. Government communications with other nations regarding crisis response and other activities.
- Advises and consults foreign governments on U.S. Government actions being considered or immediately planned that may have immediate international impacts (e.g., travel restrictions, border/airspace/coastal closures, disease spread, medical response, quarantine, isolation, and risk communication). This is especially critical for countries bordering the United States.

The Information Technology Sector is complex and global in nature. Significant cyber incidents will rarely be constrained by geography or national borders. Close coordination with foreign governments during an incident may be required.

Providing Information to Americans Abroad, Foreign Governments, and the International Community

DOS:

- Advises American citizens and businesses and other U.S. social/economic entities abroad of the nature and extent of the situation in the United States and any direct effect that the domestic incident might have on their safety and security. Provides information on the status of the incident, and where additional information related to the security of family members in the United States or the impact on business operations in the Nation may be available.
- Serves as a liaison between foreign governments and U.S. agencies on real-time actions taken or planned, and coordinates U.S. Government projections of longer term international consequences of the event (e.g., disease spread, quarantines, travel restrictions, displaced persons, vaccine/medical requirements/supplies, etc.).
- Develops and implements a diplomatic and international public affairs and public diplomacy strategy in coordination with the National Response Coordination Center to communicate information concerning the status of the incident and highlight U.S. and international response and mitigation efforts. Includes providing information to the foreign public about procedures to initiate disaster Welfare Information Requests through local Red Cross Societies as well as through the American Red Cross Safe and Well website for disasters within the United States. Also, develops incident-related public affairs strategies according to the *National Response Framework* Incident Communications Emergency Policy and Procedures described in the Public Affairs Support Annex and the ESF #15 – External Affairs Annex.

DOS as Intermediary for Requests/Offers of Assistance

The most effective and efficient donation from foreign governments and foreign private entities is a cash donation to a disaster voluntary agency providing assistance to the affected region. If the circumstances are such that foreign governments or organizations are reluctant to make a cash donation to a disaster voluntary agency, DOS may choose to set up a fund under the control and direction of the U.S. Government to receive such donations. Commodity contributions and technical assistance (personnel) will only be accepted by the U.S. Government when an ESF primary agency with appropriate authority specifically requests or approves such assistance for their emergency function. This paradigm will guide DOS and the U.S. Agency for International Development (USAID) in their facilitation of international offers of assistance.

Procedures for conveying information on needs to the international community, requesting foreign assistance, and reviewing offers of foreign assistance are described in the International Assistance System (IAS) Concept of Operations.

DOS:

- Coordinates requests for foreign assistance based on needs conveyed by DHS or other Federal agencies. On behalf of U.S. Government departments and agencies, facilitates communication with foreign governments that can assist and/or support immediate and long-range response/mitigation/recovery efforts.
- Acts as the formal diplomatic mechanism for handling U.S. Government requests to other nations for assistance in meeting additional, ongoing U.S. response needs. Works to expedite delivery of such assistance, when requests are accepted. Facilitates other requests for international assistance as required by U.S. Government domestic agencies.
- Acts as the intermediary for foreign offers of assistance to the U.S. Government. Works with U.S. Government departments and agencies to respond appropriately to such requests. Works to expedite delivery of such assistance, if an offer is accepted. Works to expedite visa issuance and with DHS to facilitate U.S. entry of foreign experts needed for event response and/or mitigation.

As requested, USAID will provide technical and logistical assistance to DOS and DHS/Federal Emergency Management Agency (FEMA) with the review and facilitation of international offers of assistance, as described in the IAS Concept of Operations.

Attribution Authorities/Responsibilities Under International Law in CBRNE Events

DOS coordinates with intelligence and law enforcement agencies, and other international partners as necessary, to determine and verify the origin, sponsorship, source, delivery, and responsible party of a CBRNE event that may constitute a violation of international laws, agreements, and treaties. Achieving such determinations requires enhanced international cooperation in investigations, extraditions, law enforcement actions, trials, and opportunities for additional actions to bring perpetrators to justice.

DOS will work with other agencies to explore actions and methods for responding to perpetrators to seek justice for their actions, whether by national or international cooperation in investigations, extraditions, sanctions, law enforcement actions, trials, and/or other opportunities as necessary.

Military-to-Military, Defense-to-Defense

For a domestic response there should be no support falling within the military-to-military category without coordination with DOS.

If the IAS has been activated, offers of assistance from foreign militaries will be handled according to the IAS procedures, including routing of the offers to DOS. If the President has declared a major disaster or emergency, the primary responsibility for accepting assistance for a domestic incident lies with DHS through FEMA.

Any foreign military wishing to provide direct support should offer assistance through DOS, with DOD knowledge, in order for the response to be properly adjudicated and a timely response provided.

Industry-to-Industry, Mutual Aid

The majority of U.S. critical infrastructure is owned and operated by private industry. Depending on the severity of a domestic incident, private industry may not have sufficient equipment, goods, or personnel with technical expertise to respond and restore critical services in a timely manner. Anticipating such circumstances, certain corporations in the telecommunications, power, and other critical industries have already established mutual aid and assistance agreements with foreign corporations, many of them in Canada and Mexico. However, these corporations will need assistance from the U.S. Government, and particularly DOS and DHS, to facilitate the movement of specifically requested equipment, goods, and personnel into the United States. It is anticipated that private industry will have already made arrangements to receive and pay for much of the equipment, goods, and/or personnel and, as a result, will only need assistance from the U.S. Government to expedite their entry into the United States. The IAS Concept of Operations, however, applies only to official (governmental or U.N.) offers of assistance, and therefore does not include provisions for industry-to-industry aid. A coordination mechanism between elements such as DHS/Customs and Border Protection or DHS/Immigration and Customs Enforcement and ESF stakeholders similar to the IAS but covering industry-to-industry aid will need to be developed to facilitate entry and continuing requirements for industry support.

The concept of operations for CIKR situational awareness, assessment, information sharing, and addressing specific requests for information and assistance from CIKR owners and operators is detailed in the CIKR Support Annex.

U.N., North Atlantic Treaty Organization (NATO), and Other Multilateral Organizations

DOS articulates U.S. needs and interests to the U.N., NATO, and other international multilateral organizations. The United States also seeks a range of specific international support under treaty obligations for mutual legal assistance, freezing funds, or extradition, as requested by U.S. Government law enforcement departments and agencies.

DOS Coordination With Federal International Affairs Offices

The International Affairs offices in U.S. Federal departments and agencies have existing relationships with foreign ministries and agencies, and would provide support to DOS management of foreign governments' offers of assistance to the United States or requests for assistance from the United States.

INTERNATIONAL COORDINATION ASSOCIATED WITH EMERGENCY SUPPORT FUNCTIONS

ESF	Responsibilities
<p>ESF #1 – Transportation</p>	<p>DOS has responsibility within the U.S. Government for the international implications of actions that support airspace and maritime protection efforts, including actions related to:</p> <ul style="list-style-type: none"> • Restrictions on international air travel for a period of time. • Foreign aircraft landing in, flying from, or overflying U.S. territories. • Clearance procedures for visits to U.S. ports by foreign naval and public vessels. <p>When the U.S. Government considers transportation and border restrictions/closures, DOS must provide guidance on overall diplomatic, economic, and security implications.</p>
<p>ESF #2 – Communications</p>	<p>DOS facilitates international preparedness, protection, and mitigation efforts related to communications and information technology infrastructure protection. DOS works closely with DHS, particularly the National Protection and Programs Directorate/Cybersecurity and Communications, and other Federal agencies during communications and cyber-related incident response efforts. In conjunction with ESF #2, DOS:</p> <ul style="list-style-type: none"> • Facilitates communications with foreign governments for response to significant disruptions to communications and information technology systems and related incidents. • Works with the National Cyber Response Coordination Group to effect bilateral and multilateral efforts to respond to a cyber-related event. • Works with the DHS National Coordinating Center (NCC) in coordinating mutual aid support between Industry Canada and U.S. telecommunications industry in accordance with NCC/Industry Canada procedures.
<p>ESF #3 – Public Works and Engineering</p>	<p>For any international public works and related infrastructure support assistance, DOS coordinates, as requested, with appropriate Federal agencies on identification and movement to the United States of needed technical assistance, engineering expertise, and construction management resources.</p>
<p>ESF #4 – Firefighting</p>	<p>For any international firefighting assistance, DOS coordinates, as requested, with appropriate Federal agencies on identification and movement to the United States of assets and resources for firefighting.</p>
<p>ESF #5 – Emergency Management</p>	<p>DOS will protect and secure its personnel and facilities according to internal procedures. DOS will create a task force for managing its responsibilities under the <i>National Response Framework</i>, as required.</p>
<p>ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services</p>	<p>As requested by foreign missions in the United States, DOS acts as liaison with local authorities to enable foreign missions to provide consular access and safety/security assistance to its nationals in the United States.</p>

International Coordination Support Annex

ESF	Responsibilities
ESF #7 – Logistics Management and Resource Support	DOS has no primary resource provider function. It will provide personnel as required to support other Federal agencies' activities that involve international coordination.
ESF #8 – Public Health and Medical Services	<ul style="list-style-type: none"> • There are significant, critical relationships between protection of both domestic and international populations against bioterrorism, accidental pathogen releases, or naturally occurring disease outbreaks. A disease outbreak, regardless of its origin, requires monitoring and surveillance worldwide, collection of information, and sharing of laboratory capabilities and expertise. • DOS works with U.S. Government departments and agencies, the World Health Organization (WHO), other international organizations, and other nations on issues related to disease surveillance activities, sharing medical countermeasures (drugs and other medical equipment), and coordinating international efforts to curb disease spread. • DOS supports Federal agencies to facilitate the transfer of dangerous pathogen samples for epidemiological investigations from and to the United States. • In addition, there is a nexus between public health countermeasures and domestic/international law enforcement efforts, transportation/travel/border restrictions, and other significant policy decisions related to the control and/or isolation of a disease outbreak. • DOS's Medical Bureau acts as a conduit of information from the WHO, other international health organizations, the Department of Health and Human Services, and domestic public health services to U.S. Embassies/Consulates, serving the interests of official and private U.S. citizens and interests abroad.
ESF #9 – Search and Rescue	As requested, DOS and USAID coordinate requests for international search and rescue assets and resources, through bilateral agreements or the U.N.'s International Search and Rescue Advisory Group (INSARAG) system. The U.S. Government is a member of INSARAG, and is represented in that group by USAID/Office of Foreign Disaster Assistance.
ESF #10 – Oil and Hazardous Materials Response	<ul style="list-style-type: none"> • Provides coordination assistance for the development of international oil and hazardous materials (HAZMAT) contingency plans and other agreements. • Provides coordination assistance and facilitates information sharing among U.S. Federal response entities and foreign governments and international organizations for responses to oil and HAZMAT releases and transportation with cross-border impacts. • Facilitates entry of Federal oil and HAZMAT personnel into other countries. • Coordinates assistance from foreign nations.

International Coordination Support Annex

ESF	Responsibilities
ESF #11 – Agriculture and Natural Resources	<p>DOS:</p> <ul style="list-style-type: none"> • Facilitates exchange of information and agreements between the United States and foreign nations to identify the nature of the threat, impede disease spread, and take immediate remedial actions. • Acts as conduit for information between domestic and foreign governmental agencies. • Ensures rapid distribution of countermeasures into and out of the United States. • Facilitates international sharing of disease surveillance information. • Facilitates international sharing of laboratory resources or support, particularly for developing countermeasures.
ESF #12 – Energy	<p>DOS and the Department of Energy (DOE) work with the governments of major oil-consuming countries through the International Energy Agency and in other groups to maintain readiness to deploy a coordinated policy response to energy emergencies, such as a significant, unexpected disruption in oil supplies. DOS also initiates contacts with important oil producers. DOS and DOE, in coordination with DHS, the HSC, and the NSC, coordinate and issue public statements on the incident.</p>
ESF #13 – Public Safety and Security	<p>DOS provides support to other Federal agencies' activities that require international coordination of public safety and security.</p>
ESF #14 – Long-Term Community Recovery	<p>DOS works with the international community and all governments on response efforts to ensure that recovery efforts are initiated rapidly, in order to lessen the impact to the national and global economies.</p>
ESF #15 – External Affairs	<p>For domestic incidents with an international component, DOS public affairs and public diplomacy efforts work closely with the DHS public affairs effort to ensure that the message to foreign governments, the international public, and U.S. citizens and businesses abroad is consistent, timely, and effective.</p>

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