The Defense Production Act Committee Report to Congress

Calendar Year 2020 Report to Congress

September 20, 2021

Federal Emergency Management Agency
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Message from the Chairperson

I am pleased to present the following report, The Defense Production Act Committee Report to Congress, for Calendar Year (CY) 2020. This report is required by subsection 722(d) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)].

The report is an interagency effort by the 17 departments and agencies that are members of the Defense Production Act Committee.

Pursuant to statutory requirements, this report is being provided to the following Members of Congress:

The Honorable Sherrod Brown  
Chairman, Senate Committee on Banking, Housing, and Urban Affairs

The Honorable Patrick J. Toomey  
Ranking Member, Senate Committee on Banking, Housing, and Urban Affairs

The Honorable Maxine Waters  
Chairwoman, House Committee on Financial Services

The Honorable Patrick T. McHenry  
Ranking Member, House Committee on Financial Services

Inquiries regarding this report may be directed to FEMA’s Congressional Affairs Division by telephone at (202) 646-4500.

Sincerely,

Deanne Criswell  
FEMA Administrator
Executive Summary

The Defense Production Act’s (DPA) section 722 establishes the DPA Committee (DPAC) and directs the Committee to issue an annual report to the Committee on Banking, Housing, and Urban Affairs of the Senate and the Committee on Financial Services of the House of Representatives. The report is focused on efforts to coordinate and plan for the effective use of the DPA priorities and allocations authorities. The Committee is chaired by the U.S. Department of Homeland Security’s (DHS) Administrator of the Federal Emergency Management Agency (FEMA or DHS/FEMA). The FEMA Administrator is responsible for providing coordination and guidance for use of DPA authorities by federal departments and agencies. Such guidance is developed in consultation with relevant agencies. In accordance with section 722, the Committee membership includes the heads of 12 federal departments and four federal agencies. Under Executive Order (E.O.) 13603, DPA authorities and functions are delegated to these departments and agencies, as well as to the Chairperson of the Council of Economic Advisors.

Under E.O. 13603, the President delegates priorities and allocations authority to the heads of six federal departments: the U.S. Department of Agriculture (USDA); the U.S. Department of Energy (DOE); the U.S. Department of Health and Human Services (HHS); the U.S. Department of Transportation (DOT); the U.S. Department of Defense (DOD); and the U.S. Department of Commerce (DOC). Executive Order 13911, issued March 27, 2020, conditionally granted DHS equivalent DPA authorities to HHS with respect to Coronavirus (COVID-19) pandemic response efforts, temporarily delegating DHS to serve as a seventh Resource Department. This authority was delegated to FEMA. The agency heads have jurisdiction over the resources within their respective areas of responsibility and expertise. In 2018, Congress reauthorized the non-permanent provisions of the DPA, including the section 101 priorities and allocations authority, through September 30, 2025. E.O. 13603 provides that the priorities and allocations authority may only be used to support programs that are determined to be “necessary or appropriate to promote the national defense,” and assigns responsibilities for making this determination. DoD is responsible for determinations with respect to military and space programs; DOE makes determinations with respect to energy programs; and DHS/FEMA makes determinations with respect to all other national defense programs, such as emergency preparedness and response, domestic counter-terrorism, critical infrastructure protection and restoration, and continuity of government.

DOD is the primary user of priority rated contracts and orders (“rated orders”) to support military programs, but DHS has increased its use of rated orders to ensure on-time delivery of materials and services needed for domestic emergency preparedness, response, and recovery activities. During 2020, FEMA placed nearly 150 rated contracts and orders. Such orders were for resources needed to house and feed disaster survivors and first responders, for communications equipment, for information technology needs, and for other logistical needs supporting disaster response and recovery efforts, as well as COVID-19 response.
This report focuses on the use of the priorities authority to support national defense programs; an overview of contingency planning by federal departments and agencies for events that might require the use of the priorities and allocations authorities; and a description of information sharing among the departments and agencies with DPA responsibilities.

During 2020, the federal government had to respond to the COVID-19 outbreak with robust and novel efforts using DPA authorities to support public health and critical healthcare infrastructure. Federal departments and agencies continued to develop and implement plans and programs to make effective use of the priorities and allocations authorities. In addition, Executive Order 13911 issued in March 2020 conditionally granted the Department of Homeland Security (DHS) equivalent DPA authorities to Health and Human Services (HHS) with respect to COVID-19 response efforts, temporarily delegating DHS to serve as a seventh Resource Department.
1 Introduction

DPA is the primary source of Presidential authorities to expand and expedite the supply of materials and services needed to promote national defense under both emergency and nonemergency conditions. DHS/FEMA is responsible for providing coordination and guidance, developed in consultation with relevant agencies, for use of DPA authorities by federal departments and agencies. DOD is the primary user of these authorities to support military programs, but the contract priorities authority is also used by FEMA to ensure on-time delivery of materials and services needed to support domestic emergency preparedness, response, and recovery activities. This report focuses on the use of the priorities and allocations authority to support national defense programs.¹

1.1 Defense Production Act Committee

DPA section 722 establishes the DPAC to coordinate and plan for the effective use of the DPA priorities and allocations authorities, which can be found under Title I of the DPA. The DPAC is directed to issue an annual report to the Committee on Banking, Housing, and Urban Affairs of the Senate and the Committee on Financial Services of the House of Representatives. This is the report for calendar year (CY) 2020.

Section 722 states that the DPAC shall be chaired by “the head of the agency to which the President has delegated primary responsibility for government-wide coordination of the authorities in this Act.” This responsibility is delegated to the Secretary of Homeland Security in E.O. 13603 and has been re-delegated by the Secretary to the FEMA Administrator.

Additionally, the DPA provides that DPAC membership shall include “the head of each Federal agency to which the President has delegated authority under this Act.” Through E.O. 13603 and 13911, the President has delegated priorities and allocations authorities and functions to the heads of seven federal departments. However, DPAC membership includes the heads of nine additional federal agencies which have other DPA authorities and functions delegated in E.O. 13603 as well as the Chairperson of the Council of Economic Advisors. Committee membership includes:

- Secretary of State
- Secretary of the Treasury
- Secretary of Defense
- Attorney General
- Secretary of the Interior

¹“National defense” is defined in section 702 of the DPA as programs for military and energy production or construction, military or critical infrastructure assistance to any foreign nation, homeland security, stockpiling, space, and any directly related activity. Such term includes emergency preparedness activities conducted pursuant to title VI of The Robert T. Stafford Disaster Relief and Emergency Assistance Act [42 U.S.C. 5195 et seq.] and critical infrastructure protection and restoration.
• Secretary of Agriculture
• Secretary of Commerce
• Secretary of Labor
• Secretary of Health and Human Services
• Secretary of Transportation
• Secretary of Energy
• Secretary of Homeland Security
• Director of National Intelligence
• Director of the Central Intelligence Agency
• Chair of the Council of Economic Advisers
• Administrator of the National Aeronautics and Space Administration, and
• Administrator of General Services.

Interagency activities to address and coordinate priorities and allocations issues are conducted by working groups of the DPAC.

The heads of the DPAC member agencies, referred to collectively as the “DPAC Principals,” meet only when significant issues cannot be resolved through regular interagency discussion. No unresolved issues requiring decisions by the DPAC Principals were identified during 2020.

1.2 Priorities and Allocations Authorities

DPA section 101 authorizes the President to:

1) Require that performance under contracts or orders (other than contracts of employment) which he deems necessary or appropriate to promote the national defense shall take priority over performance under any other contract or order, and, for the purpose of assuring such priority, to require acceptance and performance of such contracts or orders in preference to other contracts or orders by any person he finds to be capable of their performance; and

2) Allocate materials, services, and facilities in such manner, upon such conditions, and to such extent as he shall deem necessary or appropriate to promote the national defense.

Section 101 also authorizes the President to “require the allocation of, or the priority performance under contracts or orders (other than contracts of employment) relating to, materials, equipment, and services in order to maximize domestic energy supplies.”

In section 201 of E.O. 13603, the President has delegated the priorities and allocations authorities to the heads of six federal departments on a permanent basis:

• The Secretary of Agriculture (USDA) with respect to food resources, food resource facilities, livestock resources, veterinary resources, plant health resources, and the domestic distribution of farm equipment and commercial fertilizer;
• The Secretary of Energy (DOE) with respect to all forms of energy;
• The Secretary of Health and Human Services (HHS) with respect to health resources;
• The Secretary of Homeland Security with respect to health resources;\(^2\)
• The Secretary of Transportation (DOT) with respect to all forms of civil transportation;
• The Secretary of Defense (DOD) with respect to water resources; and
• The Secretary of Commerce (DOC) with respect to all other materials, services, and facilities, including construction materials.

The departments headed by these individuals are referred to as “Resource Departments” throughout this report. The Resource Departments are directed by law and executive order to issue regulations that establish standards and procedures by which the priorities and allocations authorities shall be used to promote the national defense, under both emergency and non-emergency conditions. DOC, DOE, DOT, USDA, DHS (through FEMA) and HHS have issued regulations that, together, constitute the Federal Priorities and Allocations System (FPAS).

In addition, Executive Order 13911 conditionally granted DHS equivalent DPA authorities of HHS with respect to COVID-19 response efforts and temporarily delegated DHS to serve as a seventh Resource Department. This authority was delegated by the DHS Secretary to the FEMA Administrator. In 2020, DHS/FEMA drafted Emergency Management Priorities and Allocations System (EMPAS) regulations to govern the use of this delegated authority. EMPAS was published January 8, 2021.

Section 202 of E.O. 13603 provides that the priorities and allocations authorities may be used only to support programs that have been determined in writing as necessary or appropriate to promote the national defense by the following:

• The Secretary of Defense with respect to military production and construction, military assistance to foreign nations, military use of civil transportation, stockpiles managed by the DOD, space, and directly related activities;
• The Secretary of Energy with respect to energy production and construction, distribution, and use, and directly related activities; and
• The Secretary of Homeland Security with respect to all other national defense programs, including civil defense and continuity of Government.

These three departments are referred to as “Determination Departments” throughout this report. Programs for which the “necessary or appropriate” determination has been made are referred to as “Approved Programs.”

\(^2\) Under Executive Order 13911, DHS was delegated additional authority for health and medical resources to respond to COVID-19.
In section 201(b) of E.O. 13603, the Secretary of each Resource Department is directed to “authorize the heads of other agencies, as appropriate, to place priority ratings on contracts and orders for materials, services, and facilities needed in support of Approved Programs.”

DOC’s Bureau of Industry and Security (DOC/BIS) administers the Defense Priorities and Allocations System (DPAS) regulation [15 C.F.R. part 700] which establishes procedures for the placement, acceptance, and priority performance of rated orders for industrial resources. DOC/BIS has delegated specific priority rating authority to DOD, DHS, DOE, the General Services Administration (GSA), which authorizes these departments and agency to use the DPAS to support their contracting activity without coming to DOC on a case-by-case basis.

The DPAS delegations to DOD, DOE, and DHS also authorize re-delegation to other federal agencies engaged in procurement for Approved Programs. For example, DOD has re-delegated authority to several national security agencies and the National Aeronautics and Space Administration (NASA) to place priority ratings on contracts or orders in support of DOD Approved Programs. DHS has re-delegated authority to the U.S. Army Corps of Engineers (USACE) to place priority ratings on contracts or orders in support of DHS Approved Programs. DOC/BIS’s delegation to DHS provides for DHS to authorize use of DPAS rated orders by state, local, tribal, and territorial governments in support of emergency preparedness activities conducted pursuant to Title VI of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) [42 U.S.C. §§ 5195 et seq.].

USDA has delegated authority to DOD and DHS under the Agriculture Priorities and Allocations System (APAS) to place priority ratings on contracts or orders for food resources, including bottled water, in support of DOD and DHS Approved Programs, respectively.

For procurement programs not covered by the DPAS and APAS delegations, the Determination Departments make “necessary or appropriate” determinations and the Resource Departments provide authorization to place rated orders for energy, health resources, and civil transportation on a case-by-case basis.

1.3 Reporting Requirements and Report Organization

Section 722(d) of the DPA (codified at 50 U.S.C. §§ 4567(d)(1)-(6)) lists the following subjects to be addressed in this report:

- “Recommendations for the effective use of the priorities and allocations authorities in this Act in a manner consistent with the statement of policy under section 2(b).”
  - Chapter 2 describes ongoing activities by federal departments and agencies to make effective use of the priorities and allocations authorities.

- “Recommendations for improving information sharing between departments, agencies, and independent establishments of the Federal Government relating to the use of the priorities and allocations authorities in this Act.”
Chapter 3 describes information-sharing activities relating to the use of the priorities and allocations authorities.

- “A description of the contingency planning by each department, agency, or independent establishment of the Federal Government to which the President has delegated authority under this Act for events that might require the use of the priorities and allocations authorities.”

- Chapter 4 provides an overview of such planning.

- “Recommendations for legislation actions, as appropriate, to support the effective use of the priorities and allocations authorities in this Act.”

- Currently, the DPAC has no recommendations for additional legislation or other congressional actions regarding the use of the priorities and allocations authorities.

- “Up-to-date copies of the rules described under section 101(d)(1).”

- Appendix A provides website addresses for the FPAS rules issued by the Resource Departments.

- “Short attestations signed by each member of the Committee stating their concurrence in the report.”

- Appendix B provides these attestations.
2 Use of the Priorities and Allocations Authorities

This chapter describes activities of federal departments and agencies to implement the DPA priorities and allocations authorities in support of military, space, energy, critical infrastructure, and homeland security programs.

2.1 Priorities Authority

DPA priorities authority provides the means to require acceptance and priority performance of contracts and orders deemed necessary or appropriate to promote the national defense. In addition to military programs, Congress has broadened the original DPA definition of “national defense” to include: space and energy programs; emergency preparedness activities conducted pursuant to Title VI of the Stafford Act; critical infrastructure protection and restoration; and measures to counter terrorism within the United States. The DPA also provides legal protection against claims by customers, when on-time performance of rated orders requires contractors to delay deliveries for unrated orders.

Since 1950, DOD has used the priorities authority continuously and extensively to support military procurement needs. DOD estimates it places approximately 300,000 rated orders each year. By comparison, DHS (including FEMA) placed fewer than 150 rated contracts and orders in 2020. Approximately 47% of DHS’s rated orders were placed in support of hurricane and other disaster preparedness, response, and recovery activities. See section 2.1.3 for more information on DHS use of rated orders.

For the first time, however, priorities and allocations authority were used during response to a public health emergency, with HHS placing 34 rated orders and DHS using conditional authority granted by Executive Order 13911 to place six additional orders pursuant to COVID-19 response. The year 2020 also marked the first use of allocation authorities by civilian government, as HHS and FEMA issued 19 allocation orders meant to secure critical medical resources in high demand across the nation and globe.

2.1.1 Federal Priorities and Allocations System

FPAS is a body of regulations that establishes standards and procedures for implementing the President's priorities and allocations authorities under DPA. These regulations incorporate similar standards and procedures but are issued and administered by each of the Resource Departments with respect to resources within each department’s resource jurisdiction as specified in section 201(a) of E.O. 13603. (See Section 1.2 of this report for information regarding these resource jurisdictions.)
2.1.2 Rated Orders for Industrial Resources

In calendar year 2020, DOC/BIS authorized additional Federal agencies, on a case-by-case basis, to place DPAS priority ratings on contracts and orders to expedite the delivery of industrial resources. DOC/BIS undertook seven official actions in calendar year 2020 related to COVID-19 response. Of the seven DPAS rating authorizations issued in response to COVID-19, two were issued to private companies that received funding under Title III of the DPA to expand production of health and medical resources to combat COVID-19. The other five DPAS rating authorizations were issued to U.S. Government agencies to assist with their COVID-19 response, specifically:

1. A DPAS rating authorization was issued to GSA for the placement of DPAS priority ratings on contracts and orders for cleaning supplies for cleaning Federal facilities and telework equipment to allow for U.S. Government agencies to expand their telework capability. This authority was not covered by GSA’s DPAS delegation as the delegation only allows for the agency to use the DPAS if it is purchasing items on behalf of DOD, DOE, or DHS for their Approved Programs.

2. A second DPAS rating authorization was issued to GSA for the placement of DPAS priority ratings on contracts and orders for information technology (IT) healthcare equipment to support the provision of health care in response to COVID-19. This request was primarily for the Department of Veterans Affairs (VA).

3. A DPAS rating authorization was issued to the Architect of the Capitol (AOC) for the placement of DPAS priority ratings on contracts and orders for cleaning products to support AOC’s mission to oversee the maintenance and safety of Congressional and Supreme Court facilities.

4. A DPAS rating authorization was issued to DOD for the placement of contracts and orders for production and construction equipment supporting the Joint Acquisition Task Force (JATF) and Operation Warp Speed (OWS), which were formed by DOD and the HHS to ramp up and expand domestic production capacity of critical health and medical resources in response to COVID-19. This authority was not covered by DOD’s DPAS delegation.

5. A DPAS rating authorization was issued to HHS for the placement of contracts and orders for production and construction equipment supporting OWS projects.

Unrelated to COVID-19 response and recovery efforts, and working closely with DHS/FEMA, DOC/BIS undertook two additional official actions in calendar year 2020 for the placement of DPAS priority ratings on contracts and orders to expedite the delivery of industrial resources. Specifically, DOC/BIS issued DPAS rating authorizations to the:

1. AOC to expedite contracts related to the Senate Legislative Garage Critical Infrastructure Upgrade project an infrastructure project that the AOC needs to complete prior to the Inauguration on January 20, 2021.
2. Federal Bureau of Investigation (FBI) for contracts and orders to support the timely completion of the new Terrorist Explosive Device Analytical Center (TEDAC) Explosive Technical Laboratory (ETL) under construction at Redstone Arsenal, Alabama.

DOC/BIS delegated rating authority to the U.S. Census Bureau to support the United States Decennial Census in 2020’s (2020 Census) Technical Integrator Program and associated contracts in support of the 2020 Census through September 30, 2020. In CY20, Census reported placing two DPAS priority rated contracts for virtual desktop infrastructure expansion items to increase workforce efficiency necessary for a successful Decennial Census.

### 2.1.3 Rated Orders for Space Programs

Except for end items commonly available in commercial markets in sufficient supply and for items to be used primarily for administrative purposes, NASA considers using a DPAS priority rating in contracts that affect programs with multi-agency applicability, in consultation with the applicable interagency partner(s), to ensure the appropriate priority is assigned. DOD is the “Delegate Agency” for NASA, pursuant to initial delegations of authority of October 21, 1958. Consistent with provisions enumerated in the NASA Federal Acquisition Regulations Supplement, NASA coordinates the use of rated orders with DOD, as necessary, to ensure that any DOD requirements are addressed. Under NASA’s procedures, rated orders may be used by NASA only as provided in the DPAS regulations and subject to their limitations. Priority ratings are assigned on individual contracts and purchase orders by the contracting officer. In addition, NASA rated orders may generally only be assigned a first level (“DO”) priority rating, unless NASA has obtained a higher-level (“DX”) priority rating authorization from DOD.³

### 2.1.4 Rated Orders for Homeland Security Programs

During CY20, DHS/FEMA rated 73 contracts and 66 orders. Approximately 47% of these rated orders involved resources needed to house and feed disaster survivors and first responders, communications and information technology needs, and other logistical needs associated with disaster response and recovery efforts.

DHS/FEMA also exercised priority rating and allocations authority delegated to it under Executive Order 13911 as a resource department for health and medical resources in support of COVID-19 response efforts. Specifically, FEMA placed one contract and six orders for more than 220 million respirators in support of state and local requests.

³ “DO” is a priority designation that signifies that such a rated order is critical to national defense and has precedence over any unrated order. “DX” is a priority designation that signifies that such a rated order is of the highest national defense urgency and has precedence over any DO rated order.
In its status as a Determination Department as assigned in Executive Order 13603, DHS provided favorable determination that priority contracting was necessary or appropriate to the national defense for the GSA, AOC, and FBI programs listed in Section 2.1.2 of this report.

### 2.1.5 Rated Orders for Health Resources

HHS is delegated authority by the President to require acceptance and priority performance of contracts and orders with respect to health resources through subsection 201(a) of Executive Order 13603. These health resources are identified in the Order as “materials, facilities, health supplies, and equipment (including pharmaceutical, blood collecting and dispensing supplies, biological, surgical textiles, and emergency surgical instruments and supplies) required to prevent the impairment of, improve, or restore the physical and mental health conditions of the population.”

Section 201(a)(3) of Executive Order No. 13603 (77 FR 16651) delegates the President’s authority under section 101 of DPA to require acceptance and priority performance of contracts and orders (other than contracts of employment) to promote the national defense over performance of any other contracts or orders, and to allocate materials, services, and facilities as deemed necessary or appropriate to promote the national defense to the Secretary of HHS with respect to health resources.

On July 17, 2015, an interim final rule established standards and procedures by which HHS may require that certain contracts or orders that promote the national defense be given priority over other contracts or orders. This rule set new standards and procedures by which HHS may allocate materials, services, and facilities to promote the national defense. This rule implemented HHS’s administration of priorities and allocations actions and established the Health Resources Priorities and Allocation System (HRPAS). HRPAS covers health resources pursuant to the authority under Section 101(c) of the DPA as delegated to HHS by Executive Order 13603. HHS is working to finalize the HRPAS and associated authorities by early 2021.

To address the COVID-19 pandemic, President Trump issued a series of Executive Orders (E.O.) and Presidential Memorandums to ensure the United States had access to critical health and medical resources. The President also allowed the Secretary of Homeland Security to use the authority under section 101 of the Act to determine, in consultation with the heads of other executive departments and agencies as appropriate, the proper nationwide priorities and allocation of health and medical resources. This authority was further delegated to the FEMA Administrator. These E.O.s identified specific scarce and critical health resources and prioritized controlling the distribution of such materials (including applicable services) in the civilian market, for responding to the spread of COVID-19 within the United States.
• Executive Order 13909<sup>4</sup> Prioritizing and Allocating Health and Medical Resources to Respond to the Spread of COVID-19

• Executive Order 13910<sup>5</sup> Preventing Hoarding of Health and Medical Resources To Respond to the Spread of COVID-19

• Executive Order 13911<sup>6</sup> Delegating Additional Authority Under the Defense Production Act With Respect to Health and Medical Resources To Respond to the Spread of COVID-19

• Presidential Memorandum on Order Under the Defense Production Act Regarding the Purchase of Ventilators<sup>7</sup>

• Presidential Memorandum on Order Under the Defense Production Act Regarding 3M Company<sup>8</sup>

• Presidential Memorandum on Allocating Certain Scarce or Threatened Health and Medical Resources to Domestic Use<sup>9</sup>

At the beginning of the COVID-19 response, HHS issued several priority ratings in response to E.O.s and Presidential Memoranda that directed priority ratings to specific companies for specified health resources, primarily N95 facemasks and ventilators. HHS also established a policy that all priority ratings would be at the “DO” level and only given to primary contracts held by Federal agencies. To coordinate and centralize use of the DPA, HHS and FEMA entered into a Memorandum of Agreement (MOA) designating FEMA as the lead federal agency to determine when and how to utilize these authorities. From April 2020 through September 2020, HHS and other agencies submitted priority rating requests for health and medical resources through the FEMA DPA office. These requests were made by program offices and companies with COVID-19-related contracts.

When Operation Warp Speed (OWS) was initiated, HHS developed a streamlined approval process that was internal to HHS and approved by the HHS Secretary, with DOD concurrence and OWS leadership agreement. On August 13, 2020, the Department of Commerce (DOC) authorized HHS to use the “DO-H5” priority rating on OWS contracts or orders to support private domestic production through August 31, 2022. OWS projects are designed to ramp up

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<sup>8</sup> https://trumpwhitehouse.archives.gov/presidential-actions/memorandum-order-defense-production-act-regarding-3m-company/

<sup>9</sup> https://trumpwhitehouse.archives.gov/presidential-actions/memorandum-allocating-certain-scarce-threatened-health-medical-resources-domestic-use/
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2.1.6 Rated Orders for Energy Resources

DOE is delegated authority through E.O. 13603 and E.O. 11790 to implement DPA authority for the production, conservation, use, control, distribution, and allocation of energy. Pursuant to section 201(b) of E.O. 13603, DOE published a final rule on May 27, 2020, that updates personnel references within DOE’s Office of Electricity in its regulations for the use of the priorities and allocations authority in section 101(a) of the DPA with respect to all forms of energy necessary or appropriate to promote the national defense. In addition, on November 5, 2020, the Office of Management and Budget approved DOE’s information collection request for a three-year extension of its Energy Priorities and Allocations System, OMB Control Number 1910-5159. The collection will be used to allow persons to request special priorities assistance from DOE to fill a rated order issued in accordance with DPA and DOE’s implementing regulations. Finally, DOE is continuing discussions with DOC on an update to DOC’s DPAS delegation to DOE to clarify DOE’s authority to place rated orders under the DPAS regulation.

The National Nuclear Security Administration (NNSA), in part through its management and operating (M&O) contractors operating national laboratories and production sites, utilizes DPAS ratings in contracts and subcontracts to support the DOD mission. DPAS ratings were used on contracts and subcontracts related to NNSA’s mission to maintain the nation’s nuclear weapons stockpile.

2.1.7 Rated Orders for Defense Resources

Since 1950 the Department of Defense (DOD) has used the priorities authority continuously and extensively to support military procurement needs. DOD estimates it places approximately 300,000 rated orders each year. DOD utilizes the Special Priority Assistance (SPA) process to resolve rating conflicts within the Defense Industrial Base. During CY 2020, DOD continued to utilize the “DX” rating for a limited number of Defense programs the Secretary of Defense has identified as highest priority for our national defense. DOD began the process to update their Priorities and Allocations Manual (PAM) with the intent to publish in CY 2021. This revision will incorporate recent changes to DOD policy and procedures, and it defined a process to review DX rated programs on an annual basis, which also requires these programs to resubmit their application to retain a DX rating every five years. During CY 2020, DOD provided continuous training to DOD program offices, industry, and other Government agencies, to ensure the understanding and proper use of the DPA Title I authorities.

DOD provided support to the COVID-19 pandemic response as members of the FEMA led Joint DPA Office. DOD worked in close coordination with HHS and FEMA to rate appropriate contracts in support of the production capacity expansion of the medical industrial base to meet the needs of the nation.
FEMA delegated to USACE the use of the DPAS authority to ensure on-time performance of contracts and orders in support of the Department of Homeland Security Approved Programs. A DPAS priority rating should be viewed as a form of insurance that comes into play when preferential treatment by a contractor may be required to meet contracted delivery dates. During the COVID-19 pandemic response effort, USACE received multiple mission assignments, as requested by states and directed by FEMA, across the U.S. for the construction of Alternate Care Facilities to increase the State capability to treat patients. USACE priority rated contracts through a delegation from FEMA, accelerating the build-out of emergency hospital construction. USACE issued 17 contracts to execute the construction of Alternate Care Facilities using the DPAS Rating. The issuance of this priority rating can be used to mitigate potential risks to contract performance.

2.2 Allocation of Resources

DPA allocations authority may be used to control use of materials, services, and facilities under certain conditions that are determined necessary or appropriate to promote the national defense. The allocations authority could be used to control the general distribution of a material in the civilian market. The allocations authority also could be used when there is insufficient supply of a material, service, or facility to satisfy national defense requirements through use of the rated orders authority alone. Additionally, the allocations authority could be used to mitigate severe or prolonged disruptions caused by the use of the priorities authority.

2.2.1 Allocation of Health Resources

HHS used this authority only once in response to COVID-19-related shortages of PPE in April. HHS worked with the Department of Justice and US Customs and Border Protection to prohibit a shipment of N95 masks from leaving the country by procuring them and distributing them to New York and New Jersey, nearby areas in desperate need of PPE.

On March 25, 2020, the Secretary of HHS used its delegated authority under section 102 of the DPA to designate 15 categories of health and medical resources as scarce or threatened materials. As a result of this designation, it is unlawful to accumulate (1) in excess of the reasonable demands of business, personal, or home consumption, or (2) for the purpose of resale at prices in excess of prevailing market prices. These items included N95 masks and other respirators, ventilators, drugs containing chloroquine phosphate or hydroxychloroquine, sterilization services for medical devices, disinfecting devices and products, medical gowns and apparel, surgical masks and face shields, and surgical and other gloves. This designation list has been amended to remove hydroxychloroquine.
In April 2020, DHS/FEMA issued an allocation order regarding certain types of scarce personal protective equipment (PPE), publishing a temporary final rule (TFR) restricting export of these resources in the Federal Register on April 10th. To administer the export restriction TFR, a working group was formed with representatives from Customs and Border Protection, DOC, Department of State, and HHS to review and adjudicate flagged shipments. On August 10, the TFR was renewed for the duration of 2020, with the item list modified to address changes in demand and available supply. As of December 31st, 16 shipments were redirected into the domestic market, including 150,000 surgical gloves and 2.5 million respirators.
3 Information Sharing and Coordination

A wide variety of guidance, procedures, and activities promote DPA information sharing among federal departments and agencies. Guidance and procedures are provided in executive orders, directives, regulations, interagency agreements, policies, and other documents with respect to the privacy and civil rights and civil liberties of individuals. Information is also shared on a continuing basis via government websites and meetings between representatives of the federal departments and agencies engaged in DPA plans and programs.

3.1 DPA-Related Guidance and Procedures Involving Information Sharing

Executive orders, beginning with E.O. 10161, and continuing through E.O. 13911, have provided for DPA information sharing among federal departments and agencies for 70 years. E.O. 13603 contains more than 20 separate provisions for coordination, consultation, assistance, and information sharing among federal departments and agencies on the use of DPA authorities.

3.1.1 DPA Websites

Federal departments and agencies maintain websites and webpages focused on DPA issues:

- DOD Website

- DHS/FEMA Websites
  - Emergency Management Institute Courses:
    - IS-246.21 - Implementing the Federal Priorities and Allocations System (FPAS) – https://training.fema.gov/is/courseoverview.aspx?code=IS-246.21

- DOC Websites
3.1.2 Interagency Coordination

E.O. 13603 directs the DHS Secretary to provide central coordination and guidance, developed in consultation with relevant agencies, for use of DPA authorities by federal departments and agencies. The Secretary’s DPA authorities and functions, including the coordination and guidance functions and the responsibilities of the DPAC Chairperson, have been re-delegated by the Secretary to the FEMA Administrator. FEMA conducts the Administrator’s DPAC functions through an interagency working group focused on development and implementation of a consistent and unified FPAS, as appropriate and to the extent practicable, and through day-to-day meetings and other communications with personnel throughout the Government involved in developing FPAS policy. While implementing the priorities and allocations authorities, the DPAC is careful to respect the privacy, civil rights and civil liberties of individuals and their personal information.

Due to the unprecedented nationwide and global demand for resources, the need to implement provisions in Executive Orders 13909, 13910, and 13911, an interagency Joint DPA Office was established in March 2020 and disbanded in June 2020. This FEMA-led interagency team included representatives from HHS, DOD, and DHS Headquarters, to navigate additional COVID-specific administrative processes and ensure the coordinated use of DPA was executed across the entirety of the federal government response. The majority of the Joint DPA Office’s work transitioned to the FEMA DPA program and weekly synchronization calls are held with relevant interagency partners.
4 Contingency Planning

4.1 Planning for Homeland Security

DHS is continually engaged in contingency planning to strengthen the United States of America’s security and resilience against acts of terrorism, cyberattacks, pandemics, and catastrophic disasters. The priorities and allocations authorities provided in DPA can be used to prevent, protect against, mitigate, respond to, or recover from any of these events. DHS promotes awareness and understanding of these authorities throughout DHS and other federal agencies with training courses, exercises, Interagency Working Groups, and other outreach efforts. Ongoing outreach efforts are intended to promote effective use of DPA authorities, including the priorities and allocations authorities, in national plans and operations.

FEMA is responsible for contingency planning for three of the National Preparedness System mission areas: Response, Recovery, and Mitigation. The Planning and Exercise Division in FEMA’s Office of Response and Recovery initiated several national and regional plans in CY 2020 and conducted exercises to test selected plans.

At the national level the following plans were initiated in CY 2020:

- Response and Recovery Federal Incident Operational Plan (FIOP)
- Oil and Chemical Incident Annex to the Response and Recovery FIOPs (revision)
- Biological Incident Annex to the Response and Recovery FIOPs (revision)
- National Security Emergency Plan

At the regional level, the following FEMA plans were initiated or in-progress during CY 2020:

- Region 1
  - Region 1 Deliberate Plan Enhancements (initiated)
  - Region 1 All Hazards Plan (in progress)
  - Power Outage Incident Annex/National Level Exercise (in progress)
- Region 2
  - USVI Hurricane Annex (initiated)
  - Region 2 CONUS (Continental United States) All Hazards Plan (in progress)
  - Commonwealth of Puerto Rico Hurricane Plan (in progress)
- Region 3
  - Region 3 Deliberate Plan Enhancements (initiated)
  - Region 3 All Hazards Plan (in progress)
• Region 4
  o Region 4 Hurricane Annex (initiated)
  o Region 4 All Hazards Plan (in progress)
  o County Profiles Update (in progress)
  o Republican National Convention National Special Security Event (NSSE) Plan
• Region 5
  o Region 5 Biological Incident Annex to All Hazards Plan (initiated)
  o Region 5 All Hazards Plan (in progress)
  o Republican National Convention NSSE Plan (in progress)
• Region 6
  o Region 6 All Hazards Plan (in progress)
  o Power Outage Incident Annex to Region 6 All Hazards Plan (in progress)
• Region 7
  o Region 7 New Madrid Seismic Zone Mass Evacuation Annex (initiated)
  o Region 7 All Hazards Plan (in progress)
• Region 8
  o Region 8 All Hazards Plan (in progress)
  o Wasatch Earthquake Annex to Region 8 All Hazards Plan (in progress)
• Region 9
  o Region 9 All Hazards Plan (initiated)
  o Region 9 Southern California Earthquake Annex (in progress)
• Region 10
  o Region 10 Cascadia Subduction Zone Annex Update (initiated)
  o Alaska Annex Update to Region 10 All Hazards Plan (initiated)

The following FEMA Regional Plans were completed in CY 2020:
• Region I
  o Region 1 All Hazards Plan
• Region 2
  o Region 2 CONUS All Hazards Plan
Although a cyberattack-themed National Level Exercise was pre-empted due to COVID-19 response, lessons learned in interagency preparations for this event were captured in subsequent analysis.

### 4.2 Planning for Space Programs

Although NASA does not serve as a Lead Agency within the National Preparedness System, NASA has established a NASA Procedural Requirement (NPR) 8715.2B that specifies actions to support the NASA mission under emergency conditions and the response protocol in accordance with the National Response Framework (NRF). NASA is identified as a Support Agency under five of the Emergency Support Functions’ (ESF) Annexes within the NRF. This planning document outlines procedural requirements for implementing the NASA Emergency Management Program per NASA Policy Directive 8710.1D, “Emergency Management Program.” The directive implements the NRF and complies with the requirements in the National Incident Management System. In accordance with the “Nuclear/Radiological Incident Annex to
the Response and Recovery Federal Interagency Operational Plans,” October 2016, NASA is also responsible for coordinating the federal response to incidents involving the release of nuclear/radiological materials from NASA space vehicles or space vehicles with significant NASA interest. Additionally, in accordance with the provisions of E.O. 12148 and E.O. 12656, NASA establishes emergency preparedness, response, recovery, and continuity processes and procedures to be prepared to:

- Protect lives;
- Protect the environment;
- Minimize loss and damage to NASA resources;
- Provide for continuous operation or timely resumption of mission essential and critical functions, services, and infrastructure;
- Aid in the recovery and timely resumption of normal operations;
- Assist in mitigating hazards and minimizing the effects of natural disasters, technological emergencies, and criminal acts, including terrorism; and
- Support local, state, tribal, territorial and federal agencies and appropriate emergency response authorities.

NASA implemented actions to meet the requirements of PPD-21 to enhance and maintain the security and resilience of the United States of America’s critical space architecture. NASA developed and implemented NPR 1600.1A, Chapter 3 and Appendix F, Identifying and Nominating NASA Assets for NASA Critical Infrastructure Identification, Prioritization and Protection, in 2013. NASA policy NPR 1600.1, Security Program Procedural Requirements is currently undergoing significant revision due to enterprise transformation efforts and its estimated completion is January 2022. NASA is continuously refining functional relationships across the Federal Government to advance the technologies and tactics to enhance the security and resiliency of U.S. space architecture survivability where it may be subject to malicious, accidental, or natural threats. Reference changes to NPR 1620.2 Facility Security Assessments have been made and it is proceeding through review and clearance with anticipated publication in 2021. NASA’s NPR 1620.3, “Physical Security Requirements for NASA Facilities and Property” uses the methodology and meets the DHS Interagency Security Committee (ISC) Standard “The Risk Management Process for Federal Facilities” for all NASA assets including NASA’s critical space infrastructure. This NASA policy was updated in 2019 to continue to comply with updates to DHS ISC Standards and reflects protection requirements of emerging threats, such as those posed by operational technology otherwise known as industrial control systems. Additionally, NASA has included the ISC’s Design Basis Threat in determining sound risk-informed decision making for implementation of physical security countermeasures against a variety of undesirable events.
4.3 **Critical Infrastructure Security and Resilience**

PPD-21 directs the Secretary of Homeland Security to provide strategic guidance, promote a national unity of effort, and coordinate the overall federal effort to promote the security and resilience of the Nation’s critical infrastructure. PPD-21 also designates Sector-Specific Agencies, which are responsible for coordinating day-to-day sector-specific activities; carrying out incident management responsibilities (consistent with applicable authorities, policies, regulations, or directives); providing, supporting, or facilitating technical assistance and consultations for sectors to identify vulnerabilities and help mitigate incidents, and supporting the Secretary of Homeland Security by providing annual sector-specific critical infrastructure information.

The overarching framework for the critical infrastructure mission is outlined in the National Infrastructure Protection Plan and supporting Sector-Specific Plans (SSPs). The National Infrastructure Protection Plan serves as the foundation for the integrated risk-informed approach used by government and private sector partners to identify, assess, and prioritize risks to critical infrastructure and implement programs to enhance critical infrastructure protection and resilience.

The National Infrastructure Protection Plan, the SSPs, and the Federal Interagency Operational Plans provide a context for implementation of the DPA priorities and allocations authorities, when appropriate to address procurement of supplies needed to prevent, protect against, mitigate, respond to, or recover from events that threaten the national defense.
Appendix A. Federal Priorities and Allocations System Rules

In accordance with section 722(d)(5) of the DPA, as amended, listed below are links to final rules that establish standards and procedures by which the priorities and allocations authorities are used to promote the national defense under both emergency and non-emergency conditions:

Department of Commerce, Defense Priorities and Allocations System:
https://www.ecfr.gov/cgi-bin/text-idx?rgn=div5&node=15:2.1.3.2.1

Department of Transportation, Transportation Priorities and Allocations System:
http://www.ecfr.gov/cgi-bin/text-idx?rgn=div5;node=49:1.0.1.1.26

Department of Energy, Energy Priorities and Allocations System: http://www.ecfr.gov/cgi-bin/retrieveECFR?gp=1&SID=82e1e190aff5d648852309765685d8c8&ty=HTML&h=L&n=10y3.0.1.1.10&r=PART

Department of Health and Human Services, Health Resources Priorities and Allocations System: https://ecfr.io/Title-45/pt45.1.101#sp45.1.101.a

Department of Agriculture, Agriculture Priorities and Allocations System:
https://ecfr.io/Title-07/pt7.7.789

Appendix B. DPAC Member Concurrences with the Report

In accordance with section 722(d)(6) of the DPA, as amended, listed below are “short attestations signed by each member of the Committee stating their concurrence in the report.”

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Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)(6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Dawn O'Connell
Assistant Secretary for Preparedness and Response

[Signature]

Date: 7/19/2021

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Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)(6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

TANYA TRUJILLO

Tanya Trujillo
Assistant Secretary
for Water and Science
Department of the Interior
Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d) (6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Jeremy Pelter
Acting Under Secretary
for Industry & Security

July 9, 2021

Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d) (6)], I concur with the DPAC report to Congress for Calendar Year 2020.

Mr. Jesse Salazar,
Deputy Assistant Secretary of Defense
for Industrial Policy

Date
Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. App. § 2171(d)(6)], I concur with the DPAC report to Congress for Calendar Year 2020.

Patricia A. Hoffman
Acting Assistant Secretary
Office of Cybersecurity, Energy Security, and Emergency Response
U.S. Department of Energy

Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)(6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Tanya L. Goldman
Acting Assistant Secretary

07/07/2021
[Date]
United States Department of State
Bureau of Political-Military Affairs
Directorate of Defense Trade Controls
Washington, D.C. 20520-0112

Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)(6)], I concur with the DPAC Report to Congress for Calendar Year 2019.

[Signature]
Michael F. Miller
Deputy Assistant Secretary for Defense Trade
Bureau of Political-Military Affairs
U.S. Department of State

7/10/2021

U.S. Department of Transportation
1200 New Jersey Avenue SE
Washington, DC 20590

Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C § 4567(d)(6)], I concur with the DPAC Report for Calendar Year 2020.

RICHARD
MICHAEAL CHAVEZ
Digitally signed by RICHARD
MICHAEL CHAVEZ
Date: 2021.07.07 08:55:51 -04'00'
Richard M. Chávez
Director, Office of Intelligence, Security, and Emergency Response
Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)(6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Robin Carnahan
Administrator

7/12/2023

United States
Department of
Agriculture
Office of Homeland
Security
1400 Independence
Avenue SW
Washington, DC
20250-5010

Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)(6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Mike O’Connor
Associate Director

June 30, 2021
Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)(6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Roy C. Pettis, Jr., Ph.D.
Assistant Director of National Intelligence for Acquisition, Procurement, & Facilities

[Signature]

Date

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Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d)(6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Gary Grippo
Deputy Assistant Secretary for Public Finance

[Signature]

08/18/2021

[Date]
Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d) of the Defense Production Act of 1950, as amended [50 U.S.C. §2171(d)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Shari C. BenRon
Deputy Procurement Executive
Central Intelligence Agency

20 August 2021

EXECUTIVE OFFICE OF THE PRESIDENT
COUNCIL OF ECONOMIC ADVISERS
WASHINGTON, D.C. 20502

Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 2171(d)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Cecilia Rouse
Chair, Council of Economic Advisers

August 30, 2021
Attestation of a Member of the Defense Production Act Committee

As a member of the Defense Production Act Committee (DPAC) and in accordance with paragraph 722(d)(6) of the Defense Production Act of 1950, as amended [50 U.S.C. § 4567(d) (6)], I concur with the DPAC Report to Congress for Calendar Year 2020.

Robert D. Cabana
Associate Administrator

Date
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## Appendix C. Acronyms

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<tr>
<th>Acronym</th>
<th>Definition</th>
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<tr>
<td>AOC</td>
<td>Architect of the Capitol</td>
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<tr>
<td>APAS</td>
<td>Agriculture Priorities and Allocations System</td>
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<td>ASPR</td>
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<td>CARES</td>
<td>Coronavirus Aid, Relief, and Economic Security Act</td>
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<td>Continental United States</td>
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<td>COVID-19</td>
<td>Coronavirus Disease 2019</td>
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<td>Calendar Year</td>
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<td>DOC</td>
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<td>DOC/BIS</td>
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<td>DPA</td>
<td>Defense Production Act of 1950, as amended</td>
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<td>Emergency Management Priorities and Allocations System</td>
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<td>Executive Order</td>
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<td>Emergency Support Function</td>
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<td>Explosive Technical Laboratory</td>
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<td>Federal Bureau of Investigation</td>
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<td>Federal Emergency Management Agency</td>
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<td>Federal Incident Operational Plan</td>
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<td>General Services Administration</td>
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<td>United States Department of Health and Human Services</td>
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