



**Elected Officials
And
Executive Level Leadership
Training Curriculum**

**Guide to Community
Disaster Assistance**

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The Structure of Emergency Response

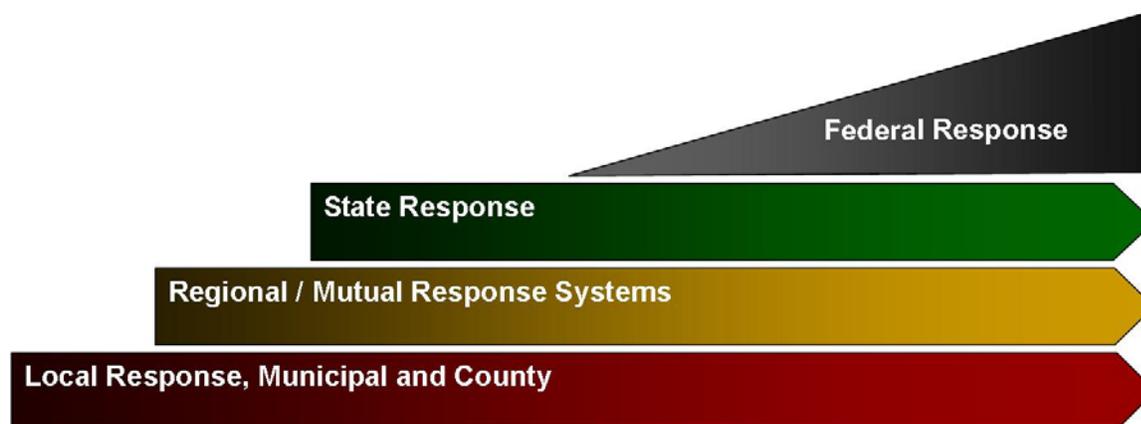
All incidents, all disasters are local first... thus

- Response assets should first come from the affected community and surrounding area
- As an incident progresses other resources may be requested as more local resources are exhausted
- Response times affect assistance availability

Realistically, the most significant federal resources may not be available within the first 48-72 hours, particularly if there is no notice

- The need for sustained local response capabilities becomes critical

Requests move up the chain from Local to State to Federal, creating a layered response strategy:



The Local Role

The role of local agencies and organizations is to be first in and last out (or never leave) when responding to a disaster, as the local jurisdiction is ultimately responsible for the health and safety of citizens and their property:

- First in... FDNY units, responding to a minor incident, were just blocks from the WTC towers on 9/11/2001
- Last out... Oklahoma City is still dealing with repercussions and the economic impact of the 1995 bombing
- Still learning from Katrina...

Local emergency response agencies, at a basic level, must:

- Provide community leadership
- Develop appropriate emergency ordinances and laws
- Ensure information both to the public and their staff is accurate
- Respond to citizen emergency needs
- Forecast when resources will be exhausted
- Request assistance through the appropriate channels (internal and external) prior to exhausting local resources
- Keep the appropriate people / organizations informed of all key information / decisions

Local partners respond to incidents that impact the community and resources. Potential sources include:

- Mutual aid compacts provide free access across boundaries for the provision of resources and services. However, there are several issues associated with them:
 - Command of operations
 - Administration of third party resources
 - Provision of benefits for those killed or injured
- Local contracting systems
- Vendor managed inventories
- Community Emergency Response Teams
- Business and Industry

Volunteer Organizations Active in Disasters (VOADs) may provide another source of local resources:

- Radio Amateur Civil Emergency Service (RACES)
- Amateur Radio Emergency Service (ARES)
- American Red Cross
- Salvation Army
- School Districts/Universities
- Clergy

They can provide temporary shelter, emergency mass feeding, disaster welfare information, communications, emergency worker support, and specialist knowledge for victims and disaster workers.

In addition, Community Emergency Response Teams (CERTs) – if applicable in the jurisdiction – can be of assistance:

- Members of neighborhood groups, community organizations, or workplaces are trained in basic response skills
- CERT members are integrated into the emergency response capability for their area
- Intention is for 72 hours of “Self-Sufficiency”

The State Role

When an incident is beyond the capability of an individual jurisdiction to manage, state resources may be requested by the local government. State resources housed locally may be deployed earlier using normal day to day response authority. Typically, the state governor authorizes the state response and activates the state emergency operations plan. In a major event, the state will usually appoint a State Coordinating Officer (SCO) and may issue a state disaster / emergency declaration.

The State is responsible for protecting citizens, facilities, and the environment within the state. The State also provides for preparedness of State agencies and facilities and continuity of State government operations. State laws give public and emergency officials the authority to respond to an incident:

- Define scope, roles and responsibilities of government and the regulated private sector
- Define the role and authority of local government
- Outline the role and authority of the state government and state agencies

The state response is outlined in the state Emergency Operation Plan:

- The state EOP should summarize the overall method of response by state government to a disaster
- Agency plans should outline how the agency will function within the objectives of the state plan
- Health emergency and all other state emergency plans should dovetail with the EOP and the plans of supporting entities and jurisdictions
- The state EOP may rely on the resources of unaffected local jurisdictions and agencies

The state provides support and resources before, during, and after public health emergencies

- Before – develops plans; sponsors training; conducts exercises; acquires equipment; sets standards
- During – provides available resources (personnel, materials, equipment) during periods of disasters and coordinates the use of outside resources
- After – helps with disaster cost share and supports recovery / rebuilding and sponsors mitigation initiatives

State-level Partners

Public Safety <ul style="list-style-type: none"> ▪ Attorney General ▪ State Police/Patrol ▪ Prisons & Corrections ▪ State Fire Marshal ▪ Mutual Aid Associations 	Agriculture <ul style="list-style-type: none"> ▪ State Agriculture Departments ▪ Soil Conservation Services ▪ Agricultural damage assessment, loans, and other assistance
Education <ul style="list-style-type: none"> ▪ State Education Departments ▪ Universities & Community Colleges ▪ Vocational & Technical Schools Special Schools	Human Services <ul style="list-style-type: none"> ▪ Welfare Departments ▪ Social Service Agencies ▪ Labor & Unemployment Services ▪ Mental Health/Counseling Services
Transportation <ul style="list-style-type: none"> ▪ Department of Transportation ▪ Highway & Roads Agencies ▪ Aviation Administrations 	Health Resources <ul style="list-style-type: none"> ▪ State Health Departments ▪ Environmental Agencies ▪ Public Health Organization
Natural Resources <ul style="list-style-type: none"> ▪ Forestry, Fish & Game ▪ Parks and Conservation 	

The Federal Role

When state resources are inadequate to respond to an incident, the state may request Federal assistance. Local governments should not make direct requests to the federal government; only the state may request Federal help. (Exception: local federal facilities with an agreement.)

Most federal medical assistance is provided through the National Disaster Medical System (NDMS). Some of its resources are listed below:

National Disaster Medical System (NDMS)

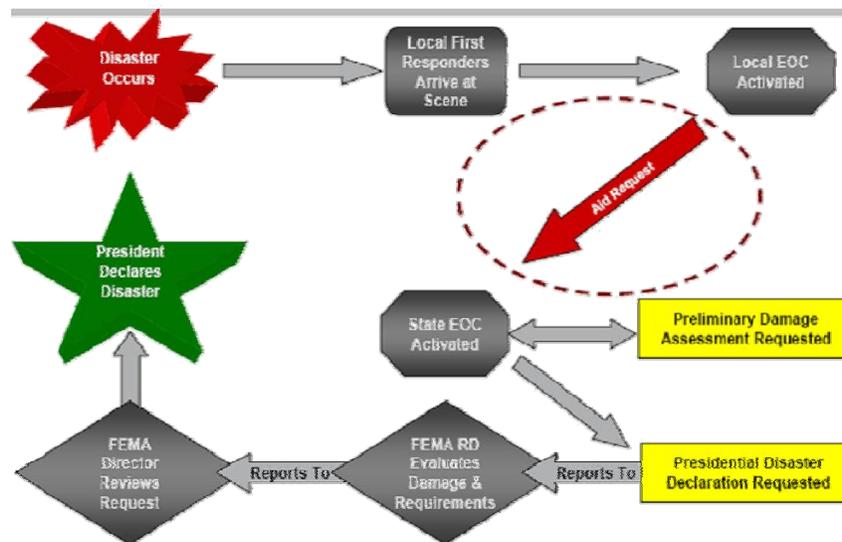
- Disaster Medical Assistance Team (DMAT)

- National Nurse Response Team (NNRT)
- Disaster Mortuary Operations Response Team (DMORT)
- Veterinary Medical Assistance Team (VMAT)
- National Pharmacy Response Team (NPRT)
- Strategic National Stockpile
- State / Federal Lab Capabilities
- Urban Search and Rescue Teams
- Department of Defense Assets
- Other Federal agency resources...

Many types of federal support require a Presidential Disaster Declaration (PDD), which can only be requested by the governor and follows the procedure defined in the Robert T. Stafford Disaster Relief and Emergency Assistance Act:

- The Governor:
 - Declares state disaster
 - Certifies state resources are inadequate
 - Agrees to cost-share provisions
 - Oversees the Joint Preliminary Damage Assessment (State and FEMA)
 - Sends request to President through FEMA Regional Director and FEMA Director
- The President:
 - Makes federal disaster declaration (based on Governor's request)
 - Activates specific federal programs (i.e. Individual Assistance, Public Assistance, Hazard Mitigation, etc.) to assist in response and recovery

Obtaining a Presidential Disaster Declaration



Preliminary Damage Assessment (PDA) Process

- Needs to be done with the assistance of a FEMA Regional Office
- The request must be made by the governor of the state, through the regional FEMA / Emergency Preparedness and Response (EPR) office

- A PDA is usually done before the request, and accompanies the governor's letter; however, if a clearly catastrophic event has occurred the PDA can be conducted after the request
- Accurate documentation of human and economic losses will help qualify the region for the maximum number of assistance programs

The National Response Plan constitutes the Federal plan for response by the National government to disaster and catastrophes:

- Establishes protocols for Federal involvement in, and DHS coordination of, domestic incident management
- Supersedes the Federal Response Plan (FRP) and incorporates relevant portions of other Federal Government contingency plans
- Effective as of April 2005; post-Katrina review is pending
- Agencies are required to conform their existing plans and procedures with NRP during FY 2005 and FY 2006
- Distinguishes between incidents that require DHS coordination ("Incidents of National Significance") and the majority of incidents that occur each year at local, State, Tribal, and Federal levels

Incidents which require DHS operational coordination and / or resource coordination, including:

- Credible threats, indications of imminent terrorism, or acts of terrorism
- Major natural disasters or emergencies, as defined under the Stafford Act
- Catastrophic incidents (natural or manmade, including terrorism) that cause mass casualties, damage, and disruption affecting population, infrastructure, environment, economy, and/or government functions

Unique situations may require DHS to aid in coordination:

- When a Federal department of agency acting under its own authority has requested the assistance of the Secretary
- When the Secretary has been directed to assume responsibility for managing the domestic incident by the President
- Events that exceed the purview of other established Federal plans
- Events of regional or national importance involving one or more Federal agencies (at the discretion of the Secretary of DHS)
- National Special Security Events

National Response Plan (NRP)

The NRP addresses:

- All-hazards
- Relationships – Federal to Federal, Federal to State, State to local
- Proactive Federal actions in relation to State and local operations

The NRP requires that signatories execute incident management responsibilities as detailed in current Federal plans.

The NRP is implemented in anticipation of an event likely to result in a need for Federal assistance, and in response to an actual event requiring Federal disaster or emergency assistance or a request by a Governor to the President for Federal assistance

Under the National Response Plan, there are 15 Emergency Support Function (ESFs) grouped by functions most likely to be needed. Each ESF is headed by a primary agency and supported by others with similar functions. Federal ESFs coordinate with State/Local/Tribal counterparts. Assistance is provided using some or all ESFs as necessary.

ESF 8: Public Health and Medical Services

- Services include Public Health, Medical, Mental Health, and Mortuary.
- Funding comes through HRSA grants, CDC grants, etc.

ESF 8 Roles and Responsibilities

- | | |
|---|---|
| • Assessment of health / medical needs | • Health surveillance |
| • Medical care personnel | • Health and medical care equipment and supplies |
| • Patient evacuation | • In-hospital care |
| • Food, drug, and medical device safety | • Worker health and safety |
| • Radiological, chemical, and biological hazards consultation | • Mental healthcare |
| • Victim identification | • Public health information |
| • Mortuary services | • Vector control |
| • Veterinary services | • Portable water and disposal of wastewater and solid waste |

Each (shared) role / responsibility is an opportunity for integration and exercise.

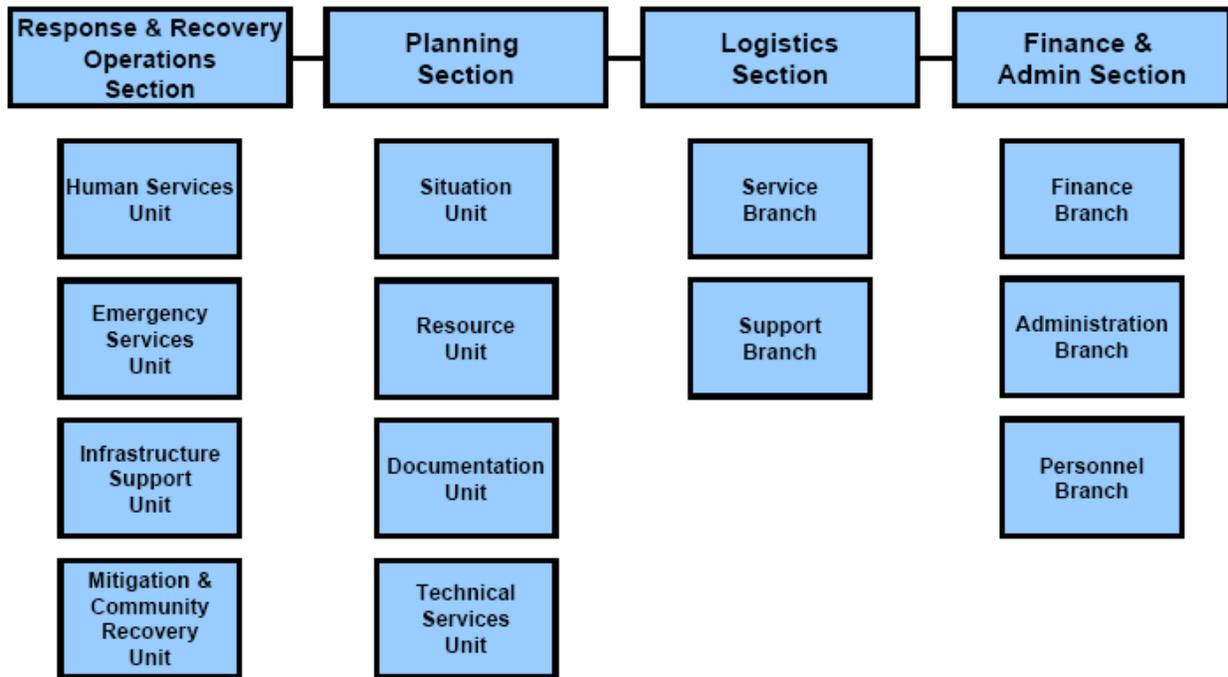
The NRP requires coordination with four new components to incident management:

- Joint Field Office (JFO)
- Principal Federal Official (PFO)
- Interagency Incident Management Group (IIMG)
- National Homeland Security Operations Center (HSOC)

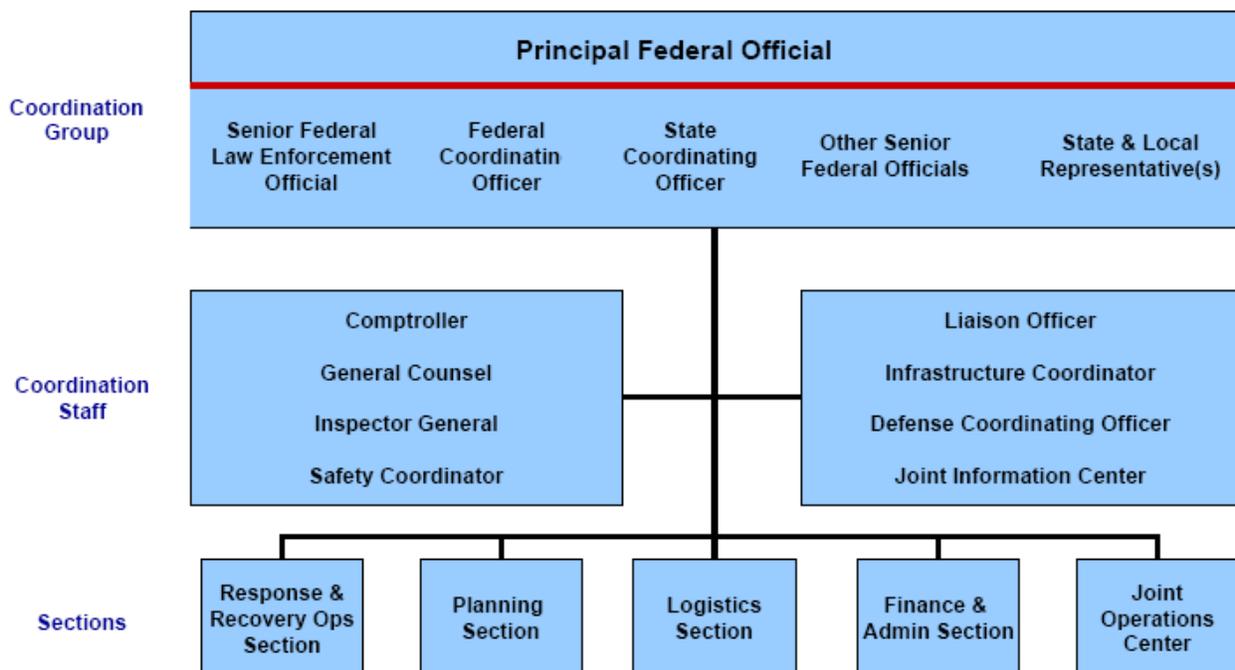
The Joint Field Office (JFO) is a temporary Federal facility established locally to coordinate operational Federal assistance activities to the affected jurisdiction(s) during Incidents of National Significance. The JFO is a multi-agency center that provides a central location for coordination of federal, state, local, tribal, nongovernmental, and private-sector organizations with primary responsibility for threat response and incident support. It enables the effective and

efficient coordination of Federal incident-related prevention, preparedness, response, and recovery actions.

JFO Organization



Basic JFO Organization



Basic Structure for NRP Coordination

	Operational Coordination	Resource Coordination	Policy Coordination
National Level	National Operations Center (NOC) [formerly HSOC]	National Response Coordination Center (NRCC) [formerly NEOC EST]	Incident Advisory Council (IAC) [formerly IIMG]
Regional Level		Regional Response Coordination Center (RRCC) [formerly ROC]	
Field Level	Joint Field Office* and EOCs [*formerly DFO]	JFO and EOCs	JFO and EOCs

NIMS/NRP Framework

