
Unit 5: Response Organization



Visual 5.1



Visual Description: Unit Introduction

Key Points

Unit 5 explains how we as a Nation are organized to implement response actions.



Visual 5.2

Unit Objectives:

Identify:

- Organizational structures.
- Key staff positions and relationships.

Lesson List

- ✓ Overview
- ✓ Roles & Responsibilities
- ✓ Response Action
- Response Organization
- Planning
- Additional Resources & Summary

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Visual 5.2
Response Organization

Visual Description: Unit Objectives

Key Points

By the end of this unit, you should be able to describe:

- The organizational structures that have been developed, tested, and refined over time and how these structures are applied at all levels to support an effective response.
- The key staff positions needed to operate this system and their relationships and dependencies.



Visual 5.3



Visual Description: Video: Response Organization

Key Points

This video provides an introduction to the Nation's response organization.

Video Transcript:

The National Response Framework integrates organizational structures that have been developed, tested, and refined over time. In this presentation, we'll review the major response organizations used at all levels, beginning with local response organizations.

A basic premise of the Framework is that incidents are generally handled at the lowest jurisdictional level possible. Incidents begin and end locally. And most incidents are managed entirely at the local level.

Local responders use the Incident Command System, or ICS, to manage response operations. ICS is a management system designed to enable effective incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

Video Transcript: (Continued)

The Incident Commander communicates with the local emergency operations center, or EOC, to report on the incident status and request resources. During an incident, the local emergency manager ensures the EOC is staffed to support the incident command and arranges needed resources. The chief elected or appointed official provides policy direction and supports the Incident Commander and emergency manager, as needed.

When an incident grows beyond the capability of a local jurisdiction, and responders cannot meet the needs with mutual aid and assistance resources, the local emergency manager may contact the State. State EOCs are activated as necessary to ensure that responders have the resources they need. The Governor may provide the needed resources or request assistance from other States through mutual aid and assistance agreements such as the Emergency Management Assistance Compact.

When it is clear that State capabilities will be exceeded, the Governor may request Federal assistance. Federal assistance can be provided to State, tribal, and local jurisdictions, and to other Federal agencies, in a number of different ways through various mechanisms and authorities.

For our purposes, let's assume the Governor is requesting assistance under the Stafford Act. In this case, the FEMA Regional Administrator deploys a liaison to the State EOC to provide technical assistance and fully activates the Regional Response Coordination Center, or RRCC. The RRCC coordinates Federal regional response efforts until the Joint Field Office is established. The Joint Field Office, or JFO, is the primary Federal incident management field structure. The JFO provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery.

Although the JFO uses an ICS structure, it does not manage on-scene operations. Rather, the JFO provides support to on-scene efforts. The JFO is led by the Unified Coordination Group, which is typically comprised of the Federal Coordinating Officer, who is appointed by the President to execute Stafford Act authorities; the State Coordinating Officer, who is appointed by the Governor to coordinate State disaster assistance efforts; and others, such as the Senior Health Official, Department of Defense representative, or Senior Federal Law Enforcement Official.

For a catastrophic or complex incident, a Principal Federal Official, or PFO, may be appointed to serve as the Secretary of Homeland Security's representative. When appointed, the PFO works within the Unified Coordination Group and interfaces with all levels of responders regarding the overall Federal incident management strategy but does not direct nor replace the incident command structure established at the incident.

Video Transcript: (Continued)

At the national level, the President ensures the necessary coordinating structure, leadership, and Federal resources are directed quickly and efficiently to large-scale incidents. The Secretary of Homeland Security is the principal Federal official responsible for domestic incident management. The FEMA Administrator serves as the principal advisor to the President and the Secretary of Homeland Security and is responsible for the preparation for, protection against, response to, and recovery from all-hazards incidents.

To ensure integration of Federal response efforts, the National Operations Center, called the NOC, serves as the primary national hub for situational awareness and operations coordination. The NOC provides the Secretary of Homeland Security and other principals with information necessary to make critical national-level incident management decisions.

One key component of the NOC is the National Response Coordination Center, which is referred to as the NRCC. The NRCC is FEMA's focal point for national resource coordination. The NRCC provides overall emergency management coordination, conducts operational planning, deploys national-level teams, and builds and maintains a common operating picture.

This presentation introduced the major response organizations at the local, regional, field, and national levels. By promoting the use of these flexible, scalable, and adaptable structures, the National Response Framework ensures that we are prepared to respond, together as a Nation.

[end of transcript]



Visual 5.4

Command vs. Coordination

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Multiagency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively.

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Visual 5.4
Response Organization

Visual Description: Command vs. Coordination

Key Points

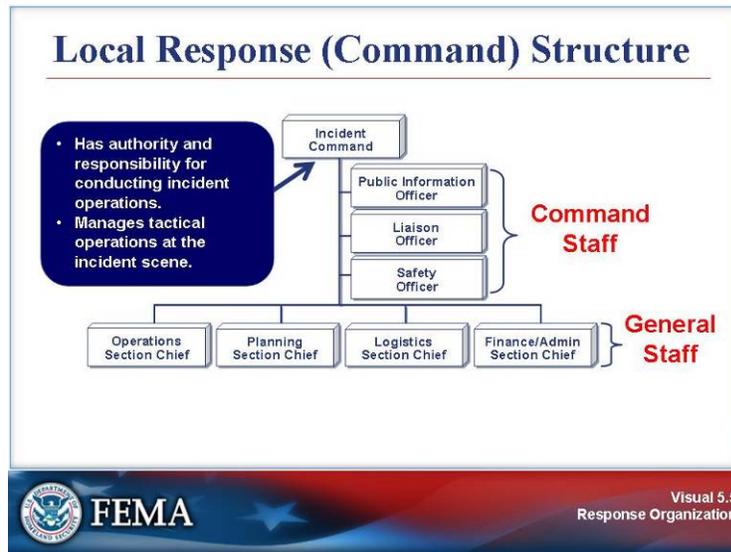
The difference between command and coordination is shown in the following definitions:

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Multiagency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively.



Visual 5.5



Visual Description: Local Response (Command) Structure

Key Points

Local responders use the Incident Command System (ICS) to establish standardized organizational structures.

Incident Commander

The Incident Commander is the individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for the management of tactical operations at the incident site.

The Incident Commander must:

- Have clear authority and know agency policy.
- Ensure incident safety.
- Establish the Incident Command Post.
- Set priorities, and determine incident objectives and strategies to be followed.
- Establish the Incident Command System organization needed to manage the incident.
- Approve the Incident Action Plan.
- Coordinate Command and General Staff activities.
- Approve resource requests and use of volunteers and auxiliary personnel.
- Order demobilization as needed.
- Ensure after-action reports are completed.
- Authorize information released to the media.

(Continued on the next page.)

Command Staff

In an Incident Command organization, the Command Staff typically includes the following personnel:

The **Public Information Officer** is responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

The **Safety Officer** monitors incident operations and advises the Incident Commander/Unified Command on all matters relating to operational safety, including the health and safety of emergency responder personnel.

The **Liaison Officer** is the point of contact for representatives of other governmental agencies, nongovernmental organizations, and/or private entities.

Additional Command Staff positions may be added depending upon incident needs and requirements.

General Section Staff

Operations Section Chief: The Operations Section Chief is responsible to the Incident Commander/Unified Command for the direct management of all incident-related operational activities. The Operations Section Chief will establish tactics for the assigned operational period and be directly involved in development of the Incident Action Plan. An Operations Section Chief should be designated for each operational period.

Planning Section Chief: The Planning Section Chief oversees the collection, evaluation, and dissemination of the incident situation information and intelligence for the Incident Commander/Unified Command and incident management personnel. The Planning Section then prepares status reports, displays situation information, maintains the status of resources assigned to the incident, and prepares and documents the Incident Action Plan, based on Operations Section input and guidance from the Incident Commander/Unified Command.

Logistics Section Chief: The Logistics Section Chief is responsible for all service support requirements needed to facilitate effective and efficient incident management, including ordering resources from off-incident locations. The Logistics Section also provides facilities, security (of the Incident Command facilities), transportation, supplies, equipment maintenance and fuel, food services, communications and information technology support, and emergency responder medical services, including inoculations, as required.

Finance/Administration Section Chief: A Finance/Administration Section Chief is assigned when the incident management activities require on-scene or incident-specific finance and other administrative support services. Some of the functions that fall within the scope of this Section are recording personnel time, maintaining vendor contracts, overseeing compensation and claims, and conducting an overall cost analysis for the incident. When a Finance/Administration Section is established, close coordination with the Planning Section and Logistics Section is also essential so that operational records can be reconciled with financial documents. In addition to monitoring multiple sources of funds, the Section Chief must track and report to the Incident Command the accrued cost as the incident progresses. This allows the Incident Command to forecast the need for additional funds before operations are affected negatively.



Visual 5.6

Incident Command Post

The Incident Command Post is:

- The location from which the Incident Command directs operations.
- Generally located at or in the immediate vicinity of the incident site.



 FEMA Visual 5.6
Response Organization

Visual Description: Incident Command Post

Key Points

The Incident Command and management organization is located at the Incident Command Post. The Incident Command directs operations from the Incident Command Post, which is generally located at or in the immediate vicinity of the incident site.

As emergency management/response personnel deploy, they must, regardless of agency affiliation, report to and check in at the designated location and receive an assignment in accordance with the established procedures.



Visual 5.7

Unified Command

In a Unified Command, individuals designated by their jurisdictional or organizational authorities work together to:

- Determine objectives, strategies, plans, resource allocations, and priorities.
- Develops a single Incident Action Plan.
- Execute integrated incident operations and maximize the use of assigned resources.



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Visual 5.7
Response Organization

Visual Description: Unified Command

Key Points

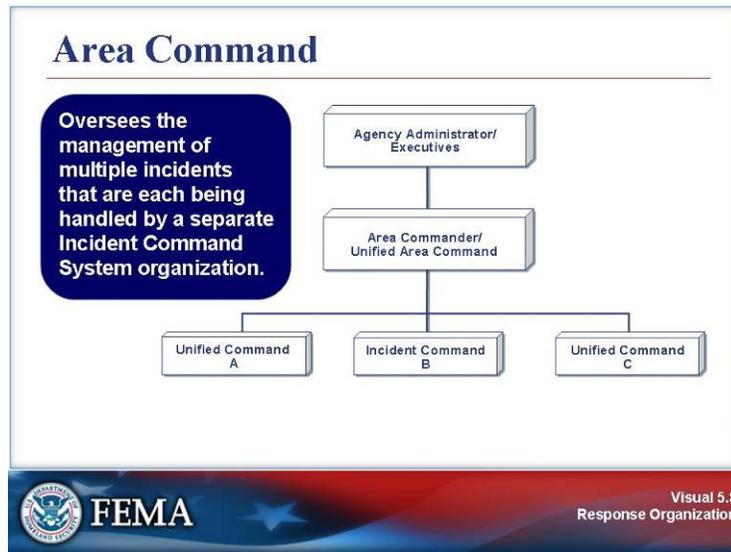
As an incident expands in complexity, a Unified Command may be established.

In a Unified Command, individuals designated by their jurisdictional or organizational authorities (or by departments within a single jurisdiction) work together to:

- Determine objectives, strategies, plans, resource allocations, and priorities.
- Develops a single Incident Action Plan.
- Execute integrated incident operations and maximize the use of assigned resources.



Visual 5.8



Visual Description: Area Command

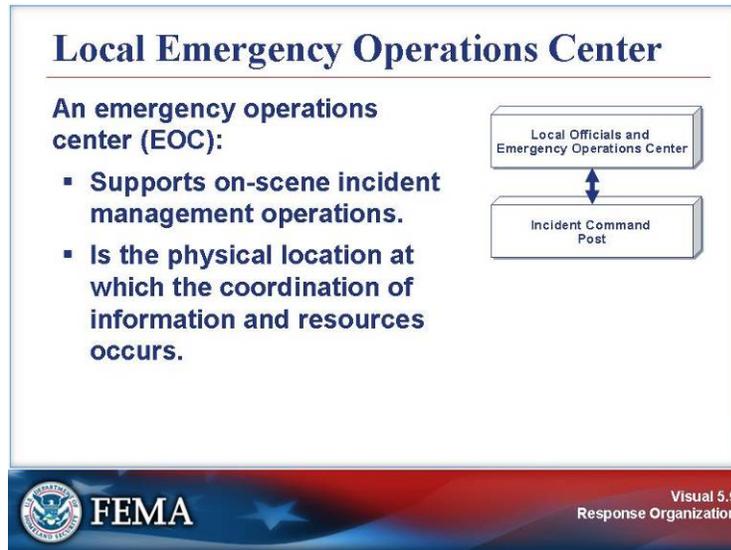
Key Points

Area Command is an organization that oversees the management of multiple incidents that are each being handled by a separate command organization.

An Area Command is activated **only if necessary**, depending on the complexity of the incident and incident management span-of-control considerations.



Visual 5.9



Visual Description: Local Emergency Operations Center (EOC)

Key Points

An emergency operations center (EOC) is the physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. During an incident, the local EOC supports the on-scene response by relieving the burden of external coordination and securing additional resources. EOCs may be staffed by personnel representing multiple jurisdictions, the private sector, and nongovernmental organizations.



Visual 5.10

EOC Functions



An EOC should be able to perform the following functions:

- Coordination
- Communications
- Resource dispatching and tracking
- Information collection, analysis, and dissemination

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Visual 5.10
Response Organization

Visual Description: EOC Functions

Key Points

EOC organization and staffing are flexible, but should be able to perform the following functions:

- Coordination
- Communications
- Resource dispatching and tracking
- Information collection, analysis, and dissemination

There are four main ways to organize an EOC:

- By major management activities. Includes separate groups for policy, coordination, operations, and resources.
- Using an ICS structure. Consists of sections for operations, planning, logistics, and finance/administration.
- Using an ESF structure. Assigns emergency support functions under the typical ICS staff positions.
- Using the “generic” MAC Group structure. Made up of organization, agency, or jurisdiction representatives who are authorized to commit agency resources and funds.



Visual 5.11

EOC Benefits

- Helps establish a common operating picture.
- Simplifies information verification.
- Facilitates long-term operations.
- Increases continuity.
- Provides ready access to all available information.
- Aids resource identification and use.



Visual 5.11
Response Organization



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Visual Description: EOC Benefits

Key Points

The advantages of a single EOC location include:

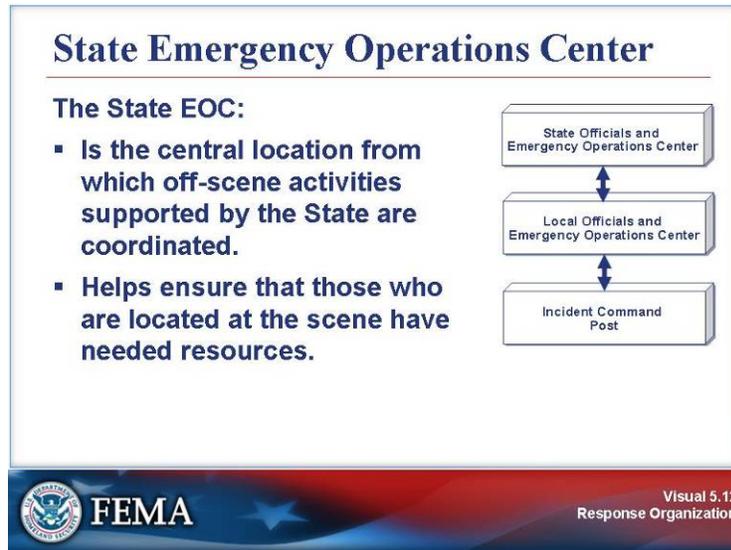
- Information management and development of a common operating picture.
- Easier verification of information. The EOC staff can compile the information reported from various sources and confirm that it is consistent and accurate. This helps ensure the common operating picture is correct.
- Simplified long-term operation.
- Increased continuity.
- Better access to all available information.
- Easier identification and deployment of available resources.

The single facility can function more efficiently because calls for assistance can be made to a single location where key officials can:

- Meet.
- Make decisions.
- Coordinate activities.



Visual 5.12



Visual Description: State Emergency Operations Center (EOC)

Key Points

State emergency operations centers (EOCs) are activated as necessary to support local EOCs. The key function of State EOC personnel is to ensure that those who are located at the scene have the resources (e.g., personnel, tools, and equipment) they need for the response.

The State EOC is the central location from which off-scene activities supported by the State are coordinated. Chief elected and appointed officials are located at the State EOC, as well as personnel supporting core functions.



Visual 5.13

Joint Information Center

A Joint Information Center (JIC):

- May be established to coordinate public affairs functions.
- Serves as a focal point for coordinated and timely release of incident related information to the public and the media



Visual 5.13
Response Organization

Visual Description: Joint Information Center (JIC)

Key Points

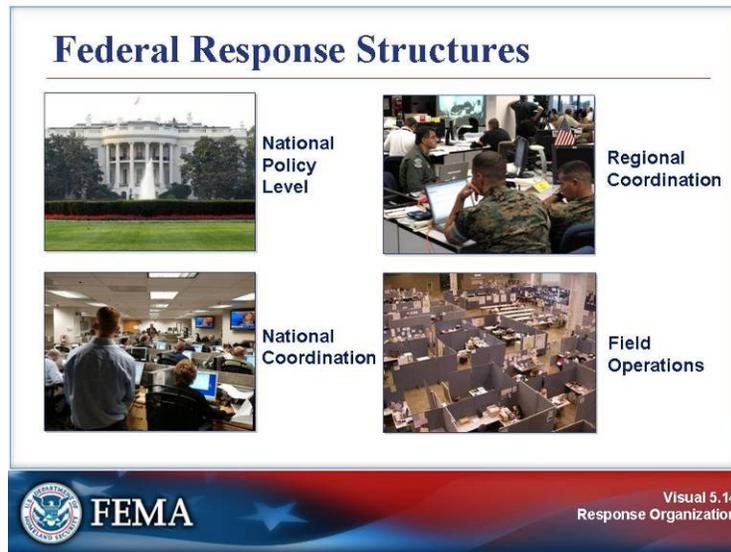
In order to coordinate the release of emergency information and other public affairs functions, a Joint Information Center (JIC) may be established.

The JIC serves as a focal point for coordinated and timely release of incident-related information to the public and the media. Information about where to receive assistance is communicated directly to victims and their families in an accessible format and in appropriate languages for those with limited English proficiency.

JICs may be established at all levels of government, at incident sites, or can be components of Multiagency Coordination Systems (i.e., emergency operations centers and the Joint Field Office). If multiple JICs are established, they coordinate using the Joint Information System (JIS) to ensure they issue consistent and accurate information.



Visual 5.14



Visual Description: Federal Response Structures Overview

Key Points

The next portion of this lesson presents the following levels of Federal response structures:

- National Policy Level
- National Coordination
- Regional Coordination
- Field Operations

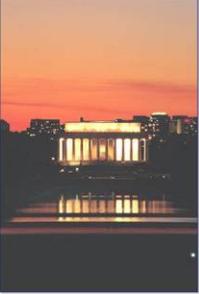


Visual 5.15

National Response Policy

The following entities provide policy-level guidance on national response issues:

- Homeland Security Council (HSC)
- National Security Council (NSC)
- Domestic Readiness Group (DRG)
- Counterterrorism Security Group (CSG)



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Visual 5.15
Response Organization

Visual Description: National Response Policy

Key Points

Key points about Federal policy-level entities are presented below:

Homeland Security Council and National Security Council

The Homeland Security Council (HSC) and National Security Council (NSC) advise the President on national strategic issues and policy during large-scale incidents. The HSC and NSC ensure coordination for all homeland and national security-related activities among executive departments and agencies and promote effective development and implementation of related policy. The HSC and NSC ensure unified leadership across the Federal Government.

Domestic Readiness Group

The Domestic Readiness Group (DRG) is an interagency body convened on a regular basis to develop and coordinate preparedness, response, and incident management policy. This group evaluates various policy issues of interagency importance regarding domestic preparedness and incident management and makes recommendations to senior levels of the policymaking structure for decision. During an incident, the DRG may be convened by DHS to evaluate relevant interagency policy issues regarding response and develop recommendations as may be required.

Counterterrorism Security Group

The Counterterrorism Security Group (CSG) is an interagency body convened on a regular basis to develop terrorism prevention policy and to coordinate threat response and law enforcement investigations associated with terrorism. This group evaluates various policy issues of interagency importance regarding counterterrorism and makes recommendations to senior levels of the policymaking structure for decision.



Visual 5.16



Visual Description: National Operations Center

Key Points

The following points explain the chart on the visual:

- To ensure integration of Federal response efforts, the National Operations Center (NOC) serves as the primary national hub for situational awareness and operations coordination.
- The NOC provides the Secretary of Homeland Security and other principals with information necessary to make critical national-level incident management decisions.
- The NOC is a continuously operating multiagency operations center. The NOC's staff monitors many sources of threat and hazard information from across the United States and abroad. It is supported by a 24/7 watch officer contingent, including: (1) NOC managers; (2) selected Federal interagency, State, and local law enforcement representatives; (3) Intelligence Community liaison officers provided by the DHS Chief Intelligence Officer; (4) analysts from the Operations Division's interagency planning element; and (5) watch standers representing dozens of organizations and disciplines from the Federal Government and others from the private sector.
- The NOC facilitates homeland security information sharing and operations coordination with other Federal, State, tribal, local, and nongovernmental partners. During a response to a significant incident, the NOC meets its information-fusion and information-sharing responsibilities by providing spot reports, situation reports, and other information-sharing tools, all supported by and distributed through its common operating picture. The continued development and rapid integration at the Federal, State, tribal, and local levels of electronic reporting and information-sharing tools supporting the NOC's common operating picture is a very high priority of the Framework.

(Continued on the next page.)

National Infrastructure Coordinating Center

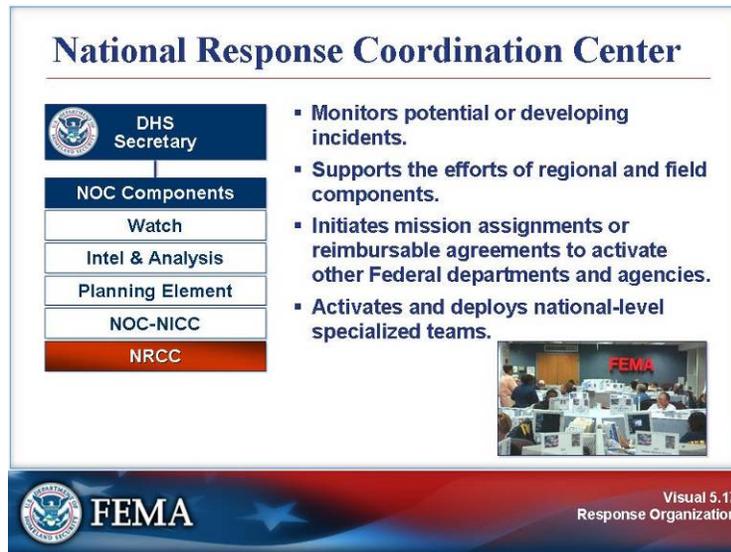
The goal of the National Infrastructure Protection Plan is to build a safer, more secure, and more resilient America by enhancing protection of the Nation's critical infrastructure and key resources.

The National Infrastructure Coordinating Center (NICC), another NOC component, monitors the Nation's critical infrastructure and key resources on an ongoing basis. During an incident, the NICC provides a coordinating forum to share information across infrastructure and key resources sectors through appropriate information-sharing entities.

For more information, you can refer to the CIKR Support Annex.



Visual 5.17



Visual Description: National Response Coordination Center (NRCC)

Key Points

The NRCC:

- Is FEMA's focal point for national resource coordination.
- Provides overall emergency management coordination.
- Conducts operational planning.
- Deploys national-level teams.
- Builds and maintains a common operating picture.

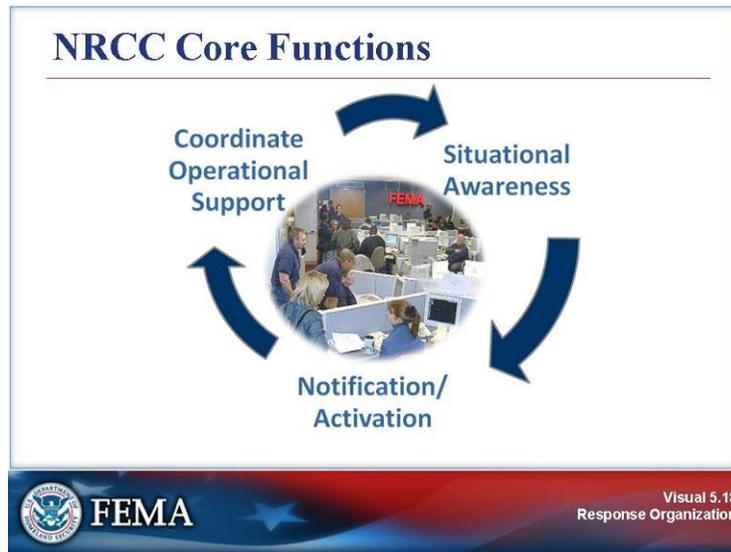
The National Response Coordination Center (NRCC) is FEMA's primary operations management center, as well as the focal point for national resource coordination. As a 24/7 operations center, the NRCC monitors potential or developing incidents and supports the efforts of regional and field components.

The NRCC also has the capacity to increase staffing immediately in anticipation of or in response to an incident by activating the full range of Emergency Support Functions and other personnel as needed to provide resources and policy guidance to a Joint Field Office or other local incident management structures.

The NRCC provides overall emergency management coordination, conducts operational planning, deploys national-level entities, and collects and disseminates incident information as it builds and maintains a common operating picture. Representatives of nonprofit organizations within the private sector may participate in the NRCC to enhance information exchange and cooperation between these entities and the Federal Government.



Visual 5.18



Visual Description: NRCC Core Functions

Key Points

NRCC core functions are described below:

Situational Awareness

Maintain a 24-hour, 7 days a week (24/7) national situational awareness of potential, developing, or ongoing situations with a Federal response to an incident/event. Monitor the preparedness and status of national-level emergency teams and resources. Collect, analyze, evaluate, and distribute incident response and status of resources information. Support the collection and distribution of information to the NOC for development of the national Common Operating Picture (COP).

Notification/Activation

Initiate activation orders and mission assignments to alert and assign other Federal departments and agencies in support of the Stafford Act. Activate and deploy national-level teams such as the Hurricane Liaison Team (HLT), Urban Search and Rescue Task Forces (US&R), Mobile Emergency Response System (MERS), and other national emergency response teams. Develop, distribute, and implement executive orders, operational orders, warning orders, and operational plans.

Coordinate Operational Support

Coordinate national-level assessment operations to rapidly determine the impact of an incident and the status of the national response efforts. Coordinate the deployment of nationally managed disaster relief commodities. Coordinate national-level acquisition of remote sensing and satellite imagery as part of the national-level assessment activity. Track and manage Federal resource allocations and de-conflict competing requirements.

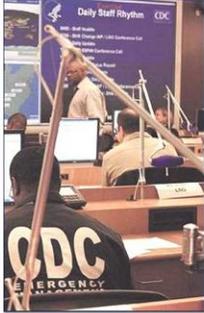


Visual 5.19

Additional Federal Operations Centers

Other Federal operations centers include:

- National Military Command Center (NMCC)
- National Counterterrorism Center (NCTC)
- Strategic Information and Operations Center (SIOC)
- DHS Operations Centers



Visual 5.19
Response Organization



Visual Description: Additional Federal Operations Centers

Key Points

The Federal operations centers listed on the visual are explained below:

National Military Command Center

The National Military Command Center (NMCC) is the Nation's focal point for continuous monitoring and coordination of worldwide military operations. It directly supports combatant commanders, the Chairman of the Joint Chiefs of Staff, the Secretary of Defense, and the President in the command of U.S. Armed Forces in peacetime contingencies and war. Structured to support the President and Secretary of Defense effectively and efficiently, the Center participates in a wide variety of activities, ranging from missile warning and attack assessment to management of peacetime contingencies such as Defense Support of Civil Authorities (DSCA) activities. In conjunction with monitoring the current worldwide situation, the Center alerts the Joint Staff and other national agencies to developing crises and will initially coordinate any military response required.

National Counterterrorism Center

The National Counterterrorism Center (NCTC) serves as the primary Federal organization for integrating and analyzing all intelligence pertaining to terrorism and counterterrorism and for conducting strategic operational planning by integrating all instruments of national power.

Strategic Information and Operations Center

The FBI Strategic Information and Operations Center (SIOC) is the focal point and operational control center for all Federal intelligence, law enforcement, and investigative law enforcement activities related to domestic terrorist incidents or credible threats, including leading attribution investigations. The SIOC serves as an information clearinghouse to help collect, process, vet, and disseminate information relevant to law enforcement and criminal investigation efforts in a timely manner. The SIOC maintains direct connectivity with the NOC. The SIOC, located at FBI Headquarters, supports the FBI's mission in leading efforts of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States. The SIOC maintains liaison with the National Joint Terrorism Task Force (NJTTF). The mission of the NJTTF is to enhance communications, coordination, and cooperation among Federal, State, tribal, and local agencies representing the intelligence, law enforcement, defense, diplomatic, public safety, and homeland security communities by providing a point of fusion for terrorism intelligence and by supporting Joint Terrorism Task Forces throughout the United States.

DHS Operations Centers

Depending upon the type of incident (e.g., National Special Security Events), the operations centers of other DHS operating Components may serve as the primary operations management center in support of the Secretary. These are the U.S. Coast Guard, Transportation Security Administration, U.S. Secret Service, and U.S. Customs and Border Protection operations centers.



Visual 5.20

Regional Response Coordination Centers

RRCCs coordinate regional response efforts, including:

- Establishing initial Federal objectives.
- Providing Federal support to the affected States.
- Deploying teams to establish the Joint Field Office (JFO) that will assume these functions.



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Visual 5.20
Response Organization

Visual Description: Regional Response Coordination Centers (RRCCs)

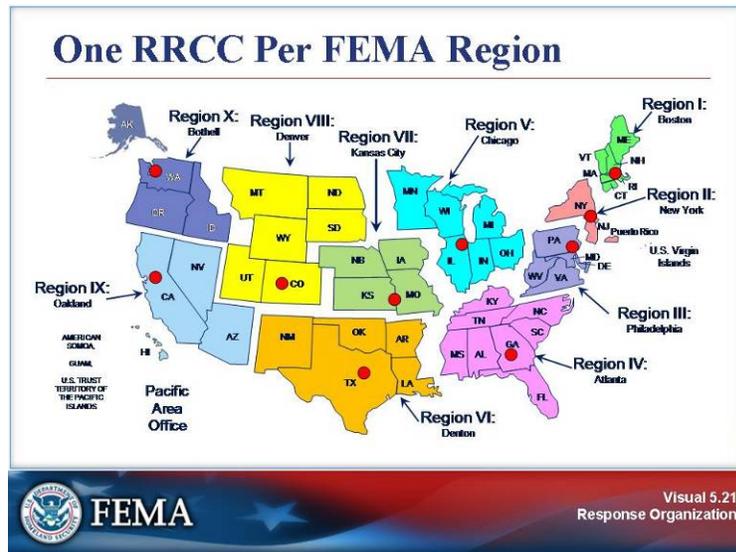
Key Points

Regional Response Coordination Centers (RRCCs) are 24/7 coordination centers that expand to become an interagency facility staffed by Emergency Support Functions in anticipation of a serious incident in the region or immediately following an incident. Operating under the direction of the FEMA Regional Administrator, the RRCCs coordinate Federal regional response efforts, and maintain connectivity with State EOCs, State fusion centers, Federal Executive Boards, and other Federal and State operations and coordination centers that have potential to contribute to development of situational awareness. Ongoing RRCC operations transition to a JFO once it is established, so that the RRCC can remain ready to deal with new incidents.

Note that other Federal departments and agencies have regional or field offices that may participate with State, tribal, and local governments in planning for incidents under their jurisdiction and provide initial response assets to the incident.



Visual 5.21



Visual Description: One RRCC Per FEMA Region

Key Points

Each of FEMA's regional offices maintains an RRCC. FEMA has 10 regional offices, each headed by a Regional Administrator.

Regional offices:

- Are FEMA's permanent presence for communities and States across the Nation.
- Develop all-hazards operational plans and generally help States and communities become better prepared.



Visual 5.22

Knowledge Review

Instructions:

- Working as a team, review the description of an element of response organization provided by your instructor.
- Identify which element is being described. Use your Student Manual to find other important information about this concept. Summarize your findings on chart paper using bullet points.
- Select a spokesperson. Be prepared to present in 10 minutes.



Visual Description: Knowledge Review

Key Points

Instructions:

1. Working as a team, review the description of an element of a response organization provided by your instructor.
2. Identify which element is being described. Use your Student Manual to find other important information about this concept. Summarize your findings on chart paper using bullet points.
3. Select a spokesperson. Be prepared to present in 10 minutes.

- 1. Assumes authority to direct multiple incident command organizations.**

- 2. Allows agencies and departments with different jurisdictional authorities to work together to manage an incident.**

- 3. Supports the response by coordinating with external entities and securing additional resources.**

- 4. Gathers reports from the private sector on potential threats to the Nation's critical infrastructure and key resources.**

- 5. Deploys a liaison and advanced teams to assist the State until the Joint Field Office can be established.**

- 6. Provides overall national emergency management coordination and maintains a common operating picture.**



Visual 5.23

Initial Federal Response Assets



Examples of initial Federal response assets include:

- Incident Management Assistance Teams (IMATs)
- Hurricane Liaison Team (HLT)
- Urban Search and Rescue (US&R) Task Forces
- Mobile Emergency Response Support (MERS)

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Visual 5.23
Response Organization

Visual Description: Initial Federal Response Assets

Key Points

FEMA liaisons coordinate with the State to ensure that needed initial Federal assets are dispatched before or during the first hours of an incident.

Initial Federal response assets include:

- Incident Management Assistance Teams (IMATs)
- Hurricane Liaison Team (HLT)
- Urban Search and Rescue (US&R) Task Forces
- Mobile Emergency Response Support (MERS)

More details about each of these assets can be found on the next page.

Incident Management Assistance Teams

Incident Management Assistance Teams (IMATs) are interagency, regionally based response teams that provide a forward Federal presence to improve response to serious incidents.

The IMATs support efforts to meet the emergent needs of State and local jurisdictions, possess the capability to provide initial situational awareness for Federal decisionmakers, and support the establishment of Federal coordination efforts with the State.

Hurricane Liaison Team

The Hurricane Liaison Team (HLT) is a small team designed to enhance hurricane disaster response by facilitating information exchange between the National Hurricane Center in Miami and other National Oceanic and Atmospheric Administration components, as well as Federal, State, tribal, and local government officials.

Urban Search and Rescue Task Forces

The National Urban Search and Rescue (US&R) Response System is a framework for structuring local emergency services personnel into integrated response task forces. The 28 National US&R Task Forces, complete with the necessary tools, equipment, skills, and techniques, can be deployed by FEMA to assist State, tribal, and local governments in rescuing victims of structural collapse incidents or to assist in other search and rescue missions. Each task force must have all its personnel and equipment at the embarkation point within 6 hours of activation. The task force can be dispatched and en route to its destination within a matter of hours.

Mobile Emergency Response Support

The primary function of Mobile Emergency Response Support (MERS) is to provide mobile telecommunications capabilities and life, logistics, operational, and power-generation support required for the on-site management of response activities. MERS support falls into three broad categories: (1) operational support elements, (2) communications equipment and operators, and (3) logistics support.

MERS supports Federal, State, tribal, and local responders in their efforts to save lives, protect property, and coordinate response operations. Staged in six strategic locations, one with offshore capabilities, the MERS detachments can concurrently support multiple field operating sites within an incident area.



Visual 5.24

Catastrophic Incidents

For catastrophic incidents, State and Federal agencies:

- May proactively deploy and mobilize assets.
- Do not need to wait for a formal request for assistance.



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Visual 5.24
Response Organization

Visual Description: Catastrophic Incidents

Key Points

Prior to and during catastrophic incidents, especially those that occur with little or no notice, the State and Federal governments may take proactive measures to mobilize and deploy assets in anticipation of a formal request from the State for Federal assistance. Such deployments of significant Federal assets would likely occur for catastrophic events involving chemical, biological, radiological, nuclear, or high-yield explosive weapons of mass destruction, large-magnitude earthquakes, or other catastrophic incidents affecting heavily populated areas.



Visual 5.25

Joint Field Office

The Joint Field Office (JFO):

- Is the primary Federal incident management field structure.
- Provides a central location for the coordination of response and recovery efforts.



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Visual 5.25
Response Organization

Visual Description: Joint Field Office (JFO)

Key Points

The Joint Field Office (JFO) is the primary Federal incident management field structure.

The JFO provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery.

Although the JFO uses an ICS structure, it does not manage on-scene operations. Rather, the JFO provides support to on-scene efforts.

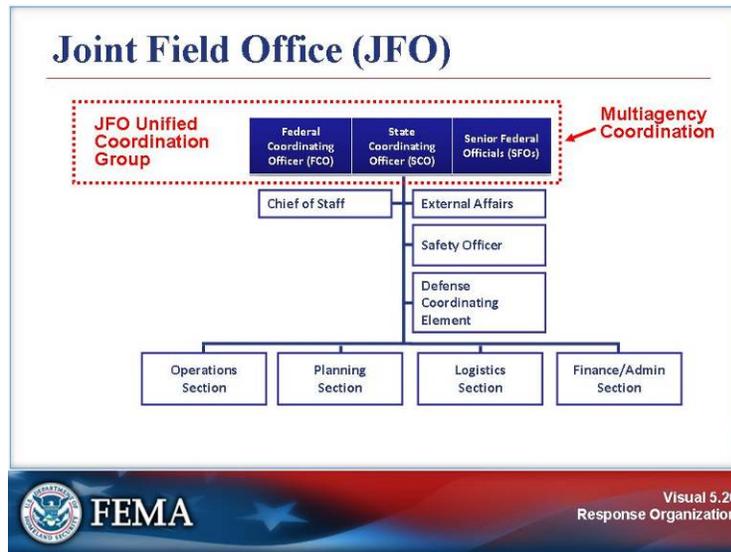
The JFO is:

- The primary Federal incident management field structure used to coordinate Federal, State, tribal, and local governments and private-sector businesses and nongovernmental organizations (NGOs) with primary responsibility for response and short-term recovery. Personnel from Federal and State departments and agencies, other jurisdictional entities, and private-sector businesses and NGOs may be requested to staff various levels of the JFO, depending on the requirements of the incident.
- Organized, staffed, and managed in a manner consistent with NIMS principles.
- Led by the Unified Coordination Group.

When incidents impact the entire Nation or multiple States or localities, multiple JFOs may be established. In these situations, coordination will occur following the principles of Unified Area Command. The physical location of such a coordination entity depends on the situation.



Visual 5.26

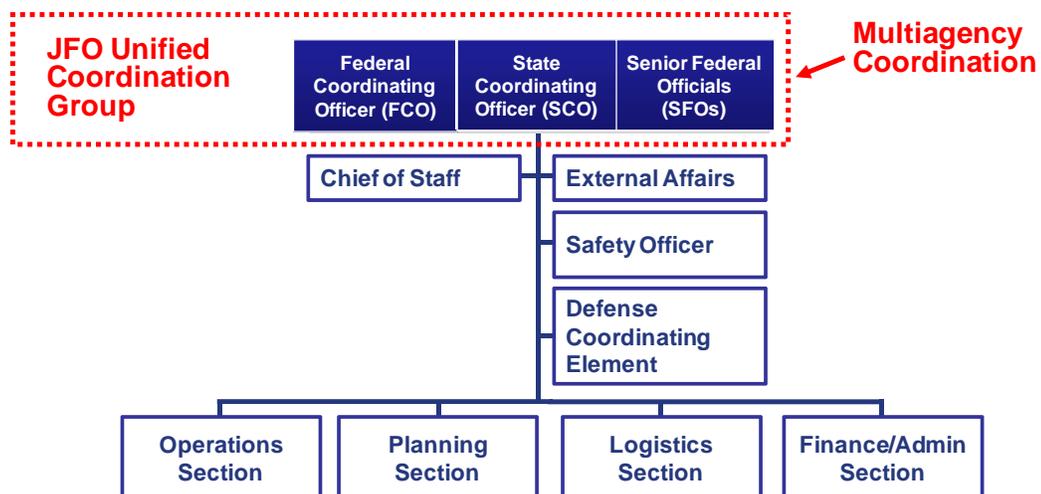


Visual Description: Joint Field Office Leadership: Unified Coordination Group

Key Points

The Unified Coordination Group provides leadership within the Joint Field Office. The Unified Coordination Group:

- Is comprised of senior leaders representing State and Federal interests, and in certain circumstances tribal governments, local jurisdictions, the private sector, or nongovernmental organizations.
- Applies unified command principles to coordinating assistance being provided to support the local, tribal, and State response.



The composition of the Unified Coordination Group varies, depending upon the scope and nature of the incident. For a Stafford Act incident, two key group members include:

- **Federal Coordinating Officer (FCO).** The FCO is appointed by the President to execute Stafford Act authorities. The FCO is the primary Federal representative with whom the State, tribal, and local response officials interface to identify needs and set objectives for an effective collaborative response.
- **State Coordinating Officer (SCO).** The SCO is appointed by the Governor to coordinate State disaster assistance efforts. The SCO works with the FCO to formulate State requirements and set priorities for use of Federal support.
- **Senior Federal Officials (SFOs).** Based on the scope and nature of an incident, senior officials from other Federal departments and agencies; State, tribal, or local governments; and the private sector or nongovernmental organizations may participate in a Unified Coordination Group. Usually, the larger and more complex the incident, the greater the number of entities represented.

The table on the following page lists possible additional members of the Unified Coordination Group.

Additional Unified Coordination Group Members	
Federal Resource Coordinator	In non-Stafford Act situations, when a Federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security to obtain support from other Federal departments and agencies, DHS may designate a Federal Resource Coordinator (FRC). In these situations, the FRC coordinates support through interagency agreements and memorandums of understanding. Relying on the same skill set, DHS may select the FRC from the Federal Coordinating Officer cadre or other personnel with equivalent knowledge, skills, and abilities. The FRC is responsible for coordinating timely delivery of resources to the requesting agency.
Senior Federal Law Enforcement Official	The Senior Federal Law Enforcement Official (SFLEO) is an individual appointed by the Attorney General during an incident requiring a coordinated Federal response to coordinate all law enforcement, public safety, and security operations with intelligence or investigative law enforcement operations directly related to the incident. The SFLEO is a member of the Unified Coordination Group and, as such, is responsible to ensure that allocation of law enforcement requirements and resource allocations are coordinated as appropriate with all other members of the Group. In the event of a terrorist incident, the SFLEO will normally be a senior FBI official who has coordinating authority over all law enforcement activities related to the incident, both those falling within the Attorney General's explicit authority as recognized in HSPD-5 and those otherwise directly related to the incident itself.
Defense Coordinating Officer	The Department of Defense (DOD) has appointed 10 Defense Coordinating Officers (DCOs) and assigned one to each FEMA region. If requested and approved, the DCO serves as DOD's single point of contact at the JFO for requesting assistance from DOD. With few exceptions, requests for Defense Support of Civil Authorities (DSCA) originating at the JFO are coordinated with and processed through the DCO. The DCO may have a Defense Coordinating Element consisting of a staff and military liaison officers to facilitate coordination and support to activated Emergency Support Functions (ESFs).
Joint Task Force Commander	Based on the complexity and type of incident, and the anticipated level of DOD resource involvement, DOD may elect to designate a Joint Task Force (JTF) to command Federal (Title 10) military activities in support of the incident objectives. The JTF Commander exercises operational control of Federal military personnel and most defense resources in a Federal response. Some DOD entities, such as the U.S. Army Corps of Engineers, may respond under separate established authorities and do not provide support under the operational control of a JTF Commander. Unless federalized, National Guard forces remain under the control of a State Governor. Close coordination between Federal military, other DOD entities, and National Guard forces in a response is critical.



Visual 5.27

Principal Federal Official

Secretary of Homeland Security:

- Is the principal Federal official responsible for coordination of all domestic incidents.
- May designate a Principal Federal Official (PFO) to act as a field representative.

When appointed, the PFO:

- Serves as a member of the Unified Coordination Group.
- Provides a primary point of contact and situational awareness locally for the Secretary.
- Does not direct or replace the incident command structure established at the incident.





Visual 5.27
Response Organization

Visual Description: Principal Federal Official (PFO)

Key Points

For catastrophic or unusually complex incidents, the Secretary of Homeland Security may designate a single Principal Federal Official (PFO) to:

- Serve in the field as his or her primary representative to ensure consistency and effectiveness of Federal support and incident management.
- Interface with Federal, State, tribal, and local jurisdictional officials regarding the overall Federal incident management strategy.
- Provide a primary point of contact and situational awareness locally.
- Act as the primary Federal spokesperson for coordinated media and public communications.

As a member of the Unified Coordination Group, the PFO promotes collaboration and works to resolve any Federal interagency conflict that may arise. The PFO:

- Does not direct nor replace the incident command structure established at the incident.
- Does not have directive authority over the Federal Coordinating Officer (FCO), Senior Federal Law Enforcement Official, DOD Joint Task Force Commander, or any other Federal or State official.
- During an incident, the same individual cannot serve as both the PFO and the FCO. When both positions are assigned, the FCO will have responsibility for administering Stafford Act authorities.

For more information on the PFO and FCO, refer to the next two pages in your Student Manuals.

A PFO is a senior Federal official with proven management experience and strong leadership capabilities. The PFO deploys with a small, highly trained mobile support staff. Both the PFO and support staff undergo specific training prior to appointment to their respective positions. Once formally designated for an ongoing incident, a PFO relinquishes the conduct of all previous duties to focus exclusively on his or her incident management responsibilities.

The same individual will *not* serve as the Principal Federal Official and the Federal Coordinating Officer (see below) at the same time for the same incident. When both positions are assigned, the FCO will have responsibility for administering Stafford Act authorities, as described below. The Secretary is not restricted to DHS officials when selecting a PFO.

The PFO does not direct or replace the incident command structure established at the incident. Nor does the PFO have directive authority over a Federal Coordinating Officer, a Senior Federal Law Enforcement Official, a DOD Joint Task Force Commander, or any other Federal or State official. Other Federal incident management officials retain their authorities as defined in existing statutes and directives. Rather, the PFO promotes collaboration and, as possible, resolves any Federal interagency conflict that may arise. The PFO identifies and presents to the Secretary of Homeland Security any policy issues that require resolution.

Federal Coordinating Officer (FCO). For Stafford Act incidents (i.e., emergencies or major disasters), upon the recommendation of the FEMA Administrator and the Secretary of Homeland Security, the President appoints an FCO.

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

(Continued on next page.)

In all cases, the FCO represents the FEMA Administrator in the field to discharge all FEMA responsibilities for the response and recovery efforts underway. For Stafford Act events, the FCO is the primary Federal representative with whom the SCO and other State, tribal, and local response officials interface to determine the most urgent needs and set objectives for an effective response in collaboration with the Unified Coordination Group.

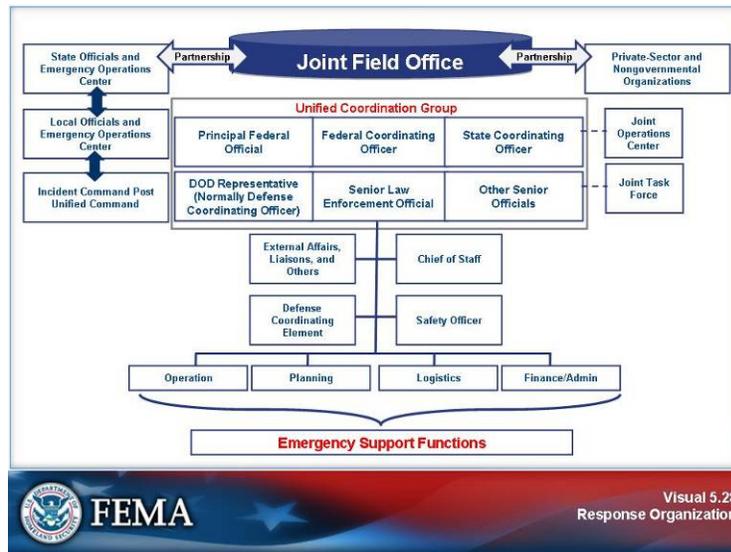
In Stafford Act incidents, the FCO is the focal point of coordination within the Unified Coordination Group, ensuring overall integration of Federal emergency management, resource allocation, and seamless integration of Federal activities in support of, and in coordination with, State, tribal, and local requirements.

Some FCOs are given additional, specialized training regarding unusually complex incidents. For example, one may be further trained for catastrophic earthquake response, whereas another might cultivate unique skills for response related to weapons of mass destruction or pandemic influenza.

Pre-Designated PFOs and FCOs. In certain scenarios, the Secretary of Homeland Security may pre-designate a PFO and/or FCO. Such pre-designation can focus on specified geographic areas or be based on specific potential threats – or a combination of both. For example, beginning in 2007, the Secretary pre-designated a national PFO and five regional PFOs together with a national FCO and regional FCOs, who will serve in the event of a nationwide outbreak of pandemic influenza or other similar nationwide biological event. Excerpted From: National Response Framework, January 2008



Visual 5.28



Visual Description: Response Organization Chart

Key Points

The chart illustrates the partnerships among local, State, and Federal government response organizations and the private sector and nongovernmental organizations. The Joint Field Office structure is shown and includes: (1) Unified Coordination Group; (2) Coordination Staff; (3) Operations, Planning, Logistics, and Finance/Admin. Sections; and (4) the Emergency Support Functions being assigned where needed.



Visual 5.29



Visual Description: JFO Coordination Staff

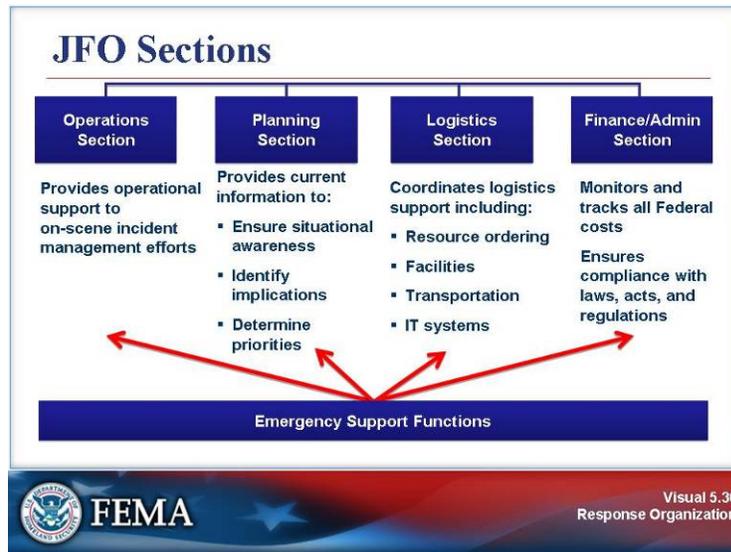
Key Points

The JFO structure typically includes a Unified Coordination Staff. The Unified Coordination Group determines the required staffing based on incident needs.

Refer to the JFO Standard Operating Procedure at the NRF Resource Center for further details on these and other Federal staff positions supporting the field operation.



Visual 5.30



Visual Description: JFO Sections

Key Points

The JFO is organized into four sections based on the Incident Command System (ICS) standard organization as follows:

Operations Section. The Operations Section coordinates operational support with on-scene incident management efforts. Branches, divisions, and groups may be added or deleted as required, depending on the nature of the incident. The Operations Section is also responsible for coordinating with other Federal facilities that may be established to support incident management activities.

Planning Section. The Planning Section's functions include the collection, evaluation, dissemination, and use of information regarding the threat or incident and the status of Federal resources. The Planning Section prepares and documents Federal support actions and develops unified action, contingency, long-term, and other plans.

Logistics Section. The Logistics Section coordinates logistics support that includes: control of and accountability for Federal supplies and equipment; resource ordering; delivery of equipment, supplies, and services to the JFO and other field locations; facility location, setup, space management, building services, and general facility operations; transportation coordination and fleet management services; information and technology systems services; administrative services such as mail management and reproduction; and customer assistance.

(Continued on the next page.)

Finance and Administration Section. The Finance and Administration Section is responsible for the financial management, monitoring, and tracking of all Federal costs relating to the incident and the functioning of the JFO while adhering to all Federal laws and regulations.

All or portions of this organizational structure may be activated based on the nature and magnitude of the threat or incident.

Depending on the scope and nature of the incident, the Unified Coordination Group identifies which Emergency Support Functions (ESFs) to activate. **ESF resources are then integrated into all areas within the JFO structure.**

Remember: Although the JFO Sections use ICS titles, their function is to support rather than command the incident.



Visual 5.31

Knowledge Review

Instructions:

- Working as a team, review the questions assigned by your instructor.
- Use your Student Manuals to find the answers, being sure you can explain your rationale. Write your answers on chart paper.
- Select a spokesperson. Be prepared to present in 10 minutes.



Visual Description: Knowledge Review

Key Points

Instructions:

1. Working as a team, review the questions assigned by your instructor.
2. Use your Student Manual to find the answers, being sure you can explain your rationale. Write your answers on chart paper.
3. Select a spokesperson. Be prepared to present in 10 minutes.



Visual 5.32



Visual Description: Video: Emergency Support Functions

Key Points

This video provides an introduction to the Emergency Support Functions (ESFs).

Video Transcript

Emergency Support Functions, or ESFs, are used by the Federal Government and many States as the primary mechanism to organize and provide assistance.

ESFs are organized into fifteen functional areas such as transportation, public works and engineering, firefighting, search and rescue, mass care, housing, and human services, public health and medical services, agriculture and natural resources, and many more. ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents and are assigned to support headquarters, regional, and field activities.

(Continued on next page.)

Video Transcript (continued)

At the Joint Field Office, these resources are assigned where needed within the Unified Coordination structure. For example, if a State requests assistance with a mass evacuation, resources from several different ESFs may be integrated into a single branch or group within the Operations Section. Regardless of where ESFs may be assigned, they coordinate closely with one another to accomplish their missions.

National Response Framework Annexes describe the scope, policies, and concept of operations of each ESF. In addition, these annexes identify ESF coordinators, primary agencies, and support agencies. Let's take a closer look at each of these roles.

An ESF coordinator has ongoing management oversight throughout the preparedness, response, and recovery phases of incident management.

A primary agency is a Federal agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. During a Stafford Act incident, the ESF primary agency serves as a Federal executive agent under the Federal Coordinating Officer.

Support agencies are those entities with specific capabilities or resources that assist the primary agency in executing the mission of the ESF.

Throughout the year, ESFs plan and prepare with all participating organizations and form partnerships with the private sector and nongovernmental organizations. In doing so, Emergency Support Functions are a key element for building our national response capability.

[end of transcript]



Visual 5.33

ESF Functional Areas

- ESF #1 - Transportation
- ESF #2 - Communications
- ESF #3 - Public Works and Engineering
- ESF #4 - Firefighting
- ESF #5 - Emergency Management
- ESF #6 - Mass Care, Emergency Assistance, Housing, and Human Services
- ESF #7 - Logistics Management and Resource Support
- ESF #8 - Public Health and Medical Services
- ESF #9 - Search and Rescue
- ESF #10 - Oil and Hazardous Materials Response
- ESF #11 - Agriculture and Natural Resources
- ESF #12 - Energy
- ESF #13 - Public Safety and Security
- ESF #14 - Long-Term Community Recovery
- ESF #15 - External Affairs



Visual 5.33
Response Organization



Visual Description: ESF Functional Areas

Key Points

The table on the next two pages reviews the ESFs.

<p>ESF #1 – Transportation ESF Coordinator: Department of Transportation</p> <ul style="list-style-type: none"> • Aviation/airspace management and control • Transportation safety • Restoration and recovery of transportation infrastructure • Movement restrictions • Damage and impact assessment
<p>ESF #2 – Communications ESF Coordinator: DHS (National Communications System)</p> <ul style="list-style-type: none"> • Coordination with telecommunications and information technology industries • Restoration and repair of telecommunications infrastructure • Protection, restoration, and sustainment of national cyber and information technology resources • Oversight of communications within the Federal incident management and response structures
<p>ESF #3 – Public Works and Engineering ESF Coordinator: Department of Defense (U.S. Army Corps of Engineers)</p> <ul style="list-style-type: none"> • Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services and construction management • Emergency contracting support for lifeaving and lifesustaining services
<p>ESF #4 – Firefighting ESF Coordinator: Department of Agriculture (U.S. Forest Service)</p> <ul style="list-style-type: none"> • Coordination of Federal firefighting activities • Support to wildland, rural, and urban firefighting operations
<p>ESF #5 – Emergency Management ESF Coordinator: DHS (FEMA)</p> <ul style="list-style-type: none"> • Coordination of incident management and response efforts • Issuance of mission assignments • Resource and human capital • Incident action planning • Financial management
<p>ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services ESF Coordinator: DHS (FEMA)</p> <ul style="list-style-type: none"> • Mass care • Emergency assistance • Disaster housing • Human services
<p>ESF #7 – Logistics Management and Resource Support ESF Coordinators: General Services Administration and DHS (FEMA)</p> <ul style="list-style-type: none"> • Comprehensive, national incident logistics planning, management, and sustainment capability • Resource support (facility space, office equipment and supplies, contracting services, etc.)

<p>ESF #8 – Public Health and Medical Services ESF Coordinator: Department of Health and Human Services</p> <ul style="list-style-type: none"> • Public health • Medical • Mental health services • Mass fatality management
<p>ESF #9 – Search and Rescue ESF Coordinator: DHS (FEMA)</p> <ul style="list-style-type: none"> • Life-saving assistance • Search and rescue operations
<p>ESF #10 – Oil and Hazardous Materials Response ESF Coordinator: Environmental Protection Agency</p> <ul style="list-style-type: none"> • Oil and hazardous materials (chemical, biological, radiological, etc.) response • Environmental short- and long-term cleanup
<p>ESF #11 – Agriculture and Natural Resources ESF Coordinator: Department of Agriculture</p> <ul style="list-style-type: none"> • Nutrition assistance • Animal and plant disease and pest response • Food safety and security • Natural and cultural resources and historic properties protection • Safety and well-being of household pets
<p>ESF #12 – Energy ESF Coordinator: Department of Energy</p> <ul style="list-style-type: none"> • Energy infrastructure assessment, repair, and restoration • Energy industry utilities coordination • Energy forecast
<p>ESF #13 – Public Safety and Security ESF Coordinator: Department of Justice</p> <ul style="list-style-type: none"> • Facility and resource security • Security planning and technical resource assistance • Public safety and security support • Support to access, traffic, and crowd control
<p>ESF #14 – Long-Term Community Recovery ESF Coordinator: DHS (FEMA)</p> <ul style="list-style-type: none"> • Social and economic community impact assessment • Long-term community recovery assistance to States, tribes, local governments, and the private sector • Analysis and review of mitigation program implementation
<p>ESF #15 – External Affairs ESF Coordinator: DHS</p> <ul style="list-style-type: none"> • Emergency public information and protective action guidance • Media and community relations • Congressional and international affairs • Tribal and insular affairs



Visual 5.34

ESF Annexes

The ESF Annexes describe the scope, policies, and concept of operations of each ESF. In addition, these annexes identify:

- An ESF coordinator
- A primary agency
- Support agencies



Visual 5.34
Response Organization



Visual Description: ESF Annexes

Key Points

The ESF Annexes describe the scope, policies, and concept of operations of each ESF. In addition, these annexes identify:

- An **ESF coordinator**, who has ongoing management oversight throughout the preparedness, response, and recovery phases of incident management.
- A **primary agency**, which is a Federal agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF.
- **Support agencies**, which are those entities with specific capabilities or resources that assist the primary agency in executing the mission of the ESF.

You can access the latest copies of the ESF Annexes at the NRF Resource Center, www.fema.gov/NRF.



Visual 5.35

ESF Activation

- Not every incident requires the activation of ESFs.
- ESFs may be selectively activated for:
 - Stafford Act Emergency and Major Disaster Declarations.
 - Non-Stafford Act incidents as specified in HSPD-5.

ESF deployment must be coordinated even if under agency's own authority!



 **FEMA** 

Visual 5.35
Response Organization

Visual Description: ESF Activation

Key Points

ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents. Not all incidents requiring Federal support result in the activation of ESFs.

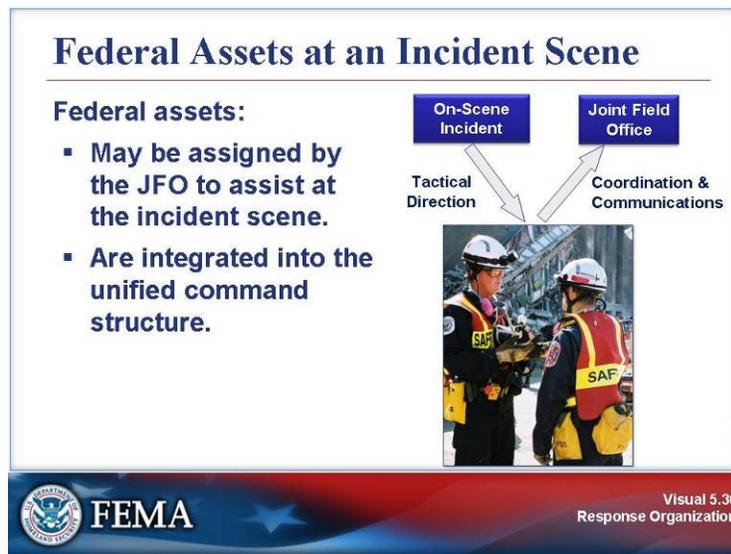
For Stafford Act incidents, the NRCC or RRCC may activate specific ESFs by directing appropriate departments and agencies to initiate the actions delineated in the ESF Annexes.

Resources coordinated through ESFs are assigned where needed within the response structure. For example, if a State requests assistance with a mass evacuation, resources from several different ESFs may be integrated into a single Branch or Group within the Operations Section. During the response, these resources would report to a supervisor within the assigned Branch or Group.

Regardless of where ESFs may be assigned, they coordinate closely with one another to accomplish their missions.



Visual 5.36



Visual Description: Federal Assets at an Incident Scene

Key Points

The JFO may assign Federal assets, such as an Urban Search and Rescue Task Force, to assist at an incident scene. **In these circumstances, Federal assets are integrated into the unified command structure at the incident scene.**

While integrating into tactical operations managed by the on-scene incident command structure, these Federal assets continue to coordinate and communicate critical information to the JFO.



Visual 5.37

Agencies Respond Under Own Authorities

Some types of assistance:

- Are performed by Federal departments or agencies under their own authorities.
- Do not require Presidential approval.



 **FEMA** 

Visual 5.37
Response Organization

Visual Description: Agencies Respond Under Own Authorities

Key Points

Some types of Federal assistance are performed by Federal departments or agencies under their own authorities and do not require Presidential approval.

The jurisdiction or agency with functional or statutory authority manages the incident and establishes the appropriate response structures. Depending on the type and magnitude of the incident, a JFO may or may not be established.



Visual 5.38

Summary

Are you now able to identify:

- Organizational structures?
- Key staff positions and relationships?

Lesson List

- ✓ Overview
- ✓ Roles & Responsibilities
- ✓ Response Action
- ✓ Response Organization
- Planning
- Additional Resources & Summary

FEMA

Visual 5.38
Response Organization

Visual Description: Summary

Key Points

Are you now able to describe:

- Organizational structures?
- Key staff positions and relationships?

The next unit highlights the importance of planning for integrated, effective response.

Your Notes: