

Chapter 7

Linking Federal and State Emergency Response Operations

Introduction

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, authorizes the Federal Government to respond to disasters and emergencies in order to provide State and local governments assistance to save lives and protect public health, safety, and property. The FRP was developed to help expedite Federal support to State and local governments dealing with the consequences of large-scale disasters (see Figure 7-1). Generally, the FRP is implemented when the State's resources are not sufficient to cope with a disaster and the Governor has requested Federal assistance.

This chapter summarizes the response planning considerations that shape the content of the FRP, Regional Response Plans (RRP), and State EOPs. It also outlines the linkages between Federal and State emergency response operations for planning purposes.

Relationship - Federal (National/ Regional) Response Plans and the State EOP

Federal Response Plans and State EOPs describe each respective level of government's approach to emergency response operations. Since both levels of government provide support there are some similar and overlapping functions in the plans.

Federal Response Plan

The FRP details what the Federal Government will do to provide emergency assistance to a State and its affected local governments impacted by a large-scale disaster. It also describes an organizational structure for providing this assistance.

Concept of Operations

The FRP may be implemented after a large-scale disaster has occurred or upon warning that such a disaster is likely to occur. In either case the fundamental assumption is that the situation has exceeded or will exceed the State and local governments' capability to respond and recover. The plan guides the activities of Federal agencies (and supporting organizations like the ARC) that are tasked to perform response and recovery actions.

Insert Figure 7-1 here

**Functional
Organization**

The FRP uses twelve ESFs to group and describe the kinds of resources and types of Federal assistance that can be provided to augment State and local response efforts. The ESFs include: (1) Transportation, (2) Communications, (3) Public Works and Engineering, (4) Firefighting, (5) Information and Planning, (6) Mass Care, (7) Resource Support, (8) Health and Medical Services, (9) Urban Search and Rescue, (10) Hazardous Materials, (11) Food, and (12) Energy. A primary agency has been designated for each ESF. During response and recovery operations, the primary agency forms and activates a team that is responsible for working with the appropriate State and local officials to identify unmet resource needs. The team also coordinates the flow of resources and assistance the Federal Government provides to meet these needs.

The FRP serves as the foundation for the development of headquarters and regional response plans that will be relied on to implement Federal response activities.

**Regional
Response
Plans**

RRPs supplement the FRP and detail the specific regional level response and recovery actions and activities that may be taken by Federal departments and agencies to support the Federal response effort. They also provide the necessary linkage between the State EOP and the FRP. Each RRP:

- Specifies the responsibilities that are assigned to each of the tasked Federal departments and agencies for mobilizing and deploying resources to assist State(s) in response/recovery efforts.
- Describes the relationship between the responding Federal agencies/departments and their State counterparts.
- Provides information to the States on the various response mechanisms, capabilities, and resources available to them through the Federal Government.
- Includes organizational tasking and implementing instructions for accomplishing the actions agreed upon in the Region/State MOUs. The MOU is a written agreement between the Federal and State governments. The FEMA Regional Director and the appropriate State official are the signatories. The MOU describes the working relationship and provisions that have been made to facilitate joint Federal/State operations during large-scale disasters. The following

list identifies some of the typical MOU responsibilities that may be addressed in a RRP:

- Notification procedures and protocols for communicating with State officials (points of contact--State Governor, State Emergency Management Agency Director, EOC managers, etc.); means of communication (telephone, radio, teletype, e-mail, fax, etc.); frequency of contact; and message content (initial discussions on scope of the disaster, State's initial assessment of the situation, identification of liaison officers and their estimated arrival time at the State EOC, likely staging areas for Federal response teams, etc.).
- Provision for Federal Field Assessment Team (FAsT) personnel to assist in conduct of a "rapid situation assessment" immediately after a disaster has occurred or immediately prior to such an event.
- The coordination responsibilities of Regional liaison officer(s) and the provisions established for deployment to the State EOC.
- Provisions for deployment of emergency response team members to the State EOC, staging locations, or directly into the area impacted by the disaster.
- Provisions for obtaining work space in the State EOC and other locations for the initial response cadre, arrangements to obtain work space for the Disaster Field Office (DFO) and other follow-on response teams, and a variety of other activities that require extensive coordination.

**State
Emergency
Operations
Plan**

The State emergency response mission is much broader than the Federal Government's. In addition to providing resources to satisfy unmet local needs, the State EOP addresses several operational response functions. These functions focus on the direction and control, warning, emergency public information, and evacuation actions that must be dealt with during the initial phase of response operations, fall outside of the Federal response mission, and are not appropriate for inclusion in Federal response plans. The functional planning approach suggested in Chapter 5 allows States to

address those operational responsibilities. Table 7-1 shows how the functions described in Chapter 5, if adopted, may link with Federal ESFs in those emergencies that require implementation of the FRP. (Table 7-1 is at the end of this chapter, due to its length.)

However, since States do have this additional responsibility to channel Federal assistance provided under the FRP, some States choose to "mirror" the FRP functions. There is no need to mirror the Federal ESFs exactly: States have successfully used a hybrid approach, either by giving State counterparts of Federal ESFs those "extra" responsibilities appropriate to the State level, or by creating functions in addition to those used by the Federal Government in order to address State responsibilities and concerns.

The important thing is for the State's choice of functions to fit the State's own concept of operations, policies, governmental structure, and resource base. That is because the State EOP details what the **State** government will do to respond to all large-scale disaster and emergency situations that could harm people and property within the State, whether or not links to the FRP/RRP framework become necessary. The State EOP:

- Identifies the State departments and agencies that have been designated to perform response and recovery activities and specifies the tasks to be accomplished.
- Outlines the assistance that may be provided to local jurisdictions during disaster situations that generate emergency response and recovery needs beyond the jurisdiction's capabilities to satisfy.
- Specifies the direction and control and communications procedures and systems that will be relied upon to alert, notify, recall, and dispatch emergency response personnel; warn local jurisdictions; protect citizens and property; and request aid/support from other States and/or the Federal Government (including the role of the Governor's Authorized Representative, or GAR).
- Describes the provisions that have been made to obtain initial situation assessment information from the local jurisdiction(s) that have been directly impacted by the disaster. Typically, this information provides an early assessment of:

- The approximate number of disaster victims that have been:
 - Injured, killed, or are missing.
 - Evacuated from the area impacted by the disaster.
 - Housed in mass care facilities.
 - The damage done to lifeline systems such as hospitals, power plants, water and sanitation systems, etc.
 - The damage done to transportation networks such as airports, major roads and bridges, rail lines, ports, etc.
 - The types of assistance (food, water, medical, US&R, etc.) the jurisdiction will require to satisfy the immediate needs of disaster victims.
- Includes organizational tasking and instructions for accomplishing the actions agreed upon in the Region/State MOU. The MOU describes the working relationship and provisions that have been made to facilitate joint Federal/State operations during large-scale disasters. The following list identifies some of the typical responsibilities contained in the MOUs that may be addressed in the State EOP:
- Provisions for notifying the FEMA Regional Office about the occurrence of a disaster or evolving emergency situation that may warrant activation of the RRP.
 - Communication protocols to include means of communication, frequency of contact, and message content (e.g. warning messages, situation reports, requests for assistance, etc.).
 - Provisions for requesting Federal response teams to assist the State.
 - Requesting that a FAsT be deployed to assist the State in assessing the disaster situation.

- Designating individuals to participate as State Emergency Management Agency representatives on the FAsT.
- Preparing a joint (FEMA/State) Preliminary Damage Assessment (PDA).
- Provisions for providing work space and communication support to the Regional liaison officers and other Federal teams deployed to the State EOC, staging areas, or the area directly impacted by the disaster.
- Provisions for designating a SCO to work directly with the FCO.
- Provisions for assisting the FCO in identifying candidate locations for establishing the DFO.
- Details the coordinating instructions and provisions for implementing interstate compacts, as applicable.
- Explains how planned operations will be logistically supported.

