

# FEDERAL GOVERNMENT PARTNER GUIDE

## INTRODUCTION

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The National Response Framework (NRF) is a comprehensive national guidance document that addresses roles, responsibilities, activities, and interdependencies for partners involved in response and short-term recovery actions to disasters and emergencies in the United States. This includes local, tribal, State, and Federal governments, as well as nongovernmental organizations (NGOs) and the private sector.

This Partner Guide provides a targeted index to information in the NRF core document that is specifically pertinent to Federal Government leaders and emergency management practitioners. The Guide is intended to serve as a ready reference to assist users in quickly locating sections of the NRF that are applicable to Federal partners.

## RESPONSE DOCTRINE

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### **Response Doctrine..... NRF p. 8**

Response doctrine defines basic roles, responsibilities, and operational concepts for response across all levels of government.

#### **Engaged Partnership..... NRF p. 9**

Engaged partnership includes ongoing communication of incident activity among all partners to the *Framework*, and shared situational awareness for a more rapid response.

#### **Tiered Response..... NRF p. 10**

Incidents must be managed at the lowest possible jurisdictional level and supported by additional capabilities when needed.

#### **Scalable, Flexible, and Adaptable Operational Capabilities..... NRF p. 10**

As incidents change in size, scope, and complexity, the response must adapt to meet requirements.

#### **Unity of Effort Through Unified Command.....NRF p. 10, 48**

Unified command enables agencies with different legal, jurisdictional, and functional responsibilities to coordinate, plan, and interact effectively on scene.

#### **Readiness To Act..... NRF p. 11**

A forward-leaning posture is imperative for incidents that have the potential to expand rapidly in size, scope, or complexity, and for no-notice incidents.

## ROLES AND RESPONSIBILITIES

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The following section denotes where information can be found within the NRF on the roles of key Federal officials and other persons and organizations, at various levels, with whom Federal partners will most likely interface prior to, during, and after an incident.

**Federal Government .....NRF p. 24**  
**Federal Government Partner Guide**  
**Emergency Support Function Annexes**  
**Support Annexes**  
**Incident Annexes**

The Federal Government provides support to affected local, tribal, and/or State governments when requested.

**Coordination of Federal Responsibilities ..... NRF p. 24**

When the overall coordination of Federal response activities is required, it is implemented through the Secretary of Homeland Security consistent with Homeland Security Presidential Directive (HSPD) 5. Other Federal departments and agencies carry out their response authorities and responsibilities within this overarching construct.

**Incident Management ..... NRF p. 25**

The Secretary of Homeland Security is the principal Federal official for domestic incident management.

**Law Enforcement ..... NRF p. 25**

The Attorney General is the chief law enforcement officer of the United States.

**National Defense and Support of Civil Authorities ..... NRF p. 26**

The primary mission of the Department of Defense (DOD) and its components is national defense. When Federal military and civilian personnel and resources are authorized to support civil authorities, command of those forces will remain with the Secretary of Defense.

**International Coordination ..... NRF p. 26**

The Secretary of State is responsible for managing international preparedness, response, and recovery activities relating to domestic incidents and the protection of U.S. citizens and U.S. interests overseas.

**Intelligence ..... NRF p. 26**

The Director of National Intelligence leads the Intelligence Community, serves as the President's principal intelligence advisor, and oversees and directs the implementation of the National Intelligence Program.

**Other Federal Departments and Agencies ..... NRF p. 26**

Under the *Framework*, various Federal departments or agencies may play primary, coordinating, and/or support roles based on their authorities and resources and the nature of the threat or incident.

**Private Sector .....NRF p. 18**

**Critical Infrastructure and Key Resources Support Annex**  
**Private-Sector Coordination Support Annex**

The private sector plays a key role before, during, and after an incident. Many private-sector organizations are responsible for operating and maintaining portions of the Nation's critical infrastructure. Participation of the private sector during a response varies based on the nature of the organization and the nature of the incident.

**Nongovernmental Organizations .....NRF p. 20**

**Volunteer and Donations Management Support Annex**

NGOs play enormously important roles before, during, and after an incident.

## FEDERAL RESPONSE ACTIONS

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When an incident occurs that exceeds or is anticipated to exceed State, tribal, or local resources, the Federal Government may provide resources and capabilities to support the State response.

### **Preparedness Cycle .....NRF p. 27**

The preparedness cycle includes six essential activities for responding to an incident: plan, organize, train, equip, exercise, and evaluate and improve. Actions for the Federal Government are identified for each activity.

### **Respond.....NRF p. 32**

Four key actions typically occur in support of a response: (1) gain and maintain situational awareness; (2) activate and deploy key resources and capabilities; (3) effectively coordinate response actions; then, as the situation permits, (4) demobilize. These response actions' core elements are described below.

#### **Gain and Maintain Situational Awareness – Federal Actions ..... NRF p. 33**

Situational awareness requires continuous monitoring of relevant sources of information regarding actual and developing incidents.

#### **Activate and Deploy Resources and Capabilities – Federal Actions ..... NRF p. 36**

In the event of, or in anticipation of, an incident requiring a coordinated Federal response, the National Operations Center (NOC), in many cases acting through the National Response Coordination Center (NRCC), notifies other Federal departments and agencies of the situation and specifies the level of activation required.

#### **Coordinate Response Actions – Federal Actions ..... NRF p. 40**

When an incident overwhelms or is anticipated to overwhelm State resources, the Governor may request Federal assistance. The Federal Government may provide assistance in the form of funding, resources, and critical services.

#### **Demobilize – Federal Actions ..... NRF p. 45**

Demobilization is the orderly, safe, and efficient return of an incident resource to its original location and status.

### **Recover.....NRF p. 45**

Once immediate lifesaving activities are complete, the focus shifts to assisting individuals, households, critical infrastructure, and businesses in meeting basic needs and returning to self-sufficiency.

## REQUESTING ASSISTANCE

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When an incident overwhelms or is anticipated to overwhelm local and State resources, local officials may request assistance from neighboring jurisdictions, and the Governor may request assistance from other States or the Federal Government.

### **Mutual Aid and Assistance .....NRF p. 6, 38, 40, 48**

Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services.

**State-to-State Assistance .....NRF p. 40**

If additional resources are required, the State should request assistance from other States by using interstate mutual aid and assistance agreements.

**Emergency Management Assistance Compact (EMAC) ..... NRF p. 40**

EMAC is a congressionally ratified organization that provides form and structure to the interstate mutual aid and assistance process.

**Federal Assistance.....NRF p. 40**

When an incident overwhelms or is anticipated to overwhelm State resources, the Governor may request Federal assistance.<sup>1</sup>

**Stafford Act ..... NRF p. 40**

**Overview of Stafford Act Support to States (NRF Resource Center)**

The Stafford Act authorizes the President to provide financial and other assistance to State and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following Presidential emergency or major disaster declarations.

**Federal Assistance Without a Presidential Declaration..... NRF p. 42**

Certain Federal departments and agencies have jurisdictional authorities to provide support directly to local jurisdictions.

**Proactive Response to Catastrophic Incidents.....NRF p. 42**

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.

**Federal-to-Federal Support.....NRF p. 43**

Federal departments and agencies execute interagency or intra-agency reimbursable agreements, in accordance with the Economy Act or other applicable authorities.

**International Assistance.....NRF p. 43**

A domestic incident may have international and diplomatic implications that call for coordination and consultations with foreign governments and international organizations.

## **FEDERAL RESPONSE: STRUCTURES**

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The following section identifies the response structures with which Federal organizations will participate.

**Response Concepts Impacting Structures..... NRF p. 48**

The National Incident Management System (NIMS) ([www.fema.gov/emergency/nims](http://www.fema.gov/emergency/nims)) provides a set of core common concepts, principles, terminology, and technologies. NIMS provides a consistent template for managing incidents.

**Incident Command System (ICS) .....NRF p. 48, 49**

ICS is a management system designed to enable effective incident management by integrating a combination of facilities, equipment, personnel, procedures, and

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<sup>1</sup> Additional guidance on requesting Federal support can be found in the Overview document at the **NRF Resource Center**, <http://www.fema.gov/NRF>.

communications operating within a common organizational structure, designed to aid in the management of resources during incidents.

**Multiagency Coordination System (MACS)..... NRF p. 48**  
 Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination.

**Unified Command.....NRF p. 10, 48**  
 An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions.

**Area Command..... NRF p. 50**  
 An organization established to oversee the management of multiple incidents that are each being handled by a separate ICS organization or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged.

**Emergency Support Functions .....NRF p. 29, 57**  
 The Federal Government and many State governments organize much of their resources and capabilities – as well as those of certain private-sector and nongovernmental organizations – under 15 Emergency Support Functions (ESFs).

**Table 1. Emergency Support Functions and ESF Coordinators**

<p><b>ESF #1 – Transportation</b>  <b>ESF Coordinator: Department of Transportation</b></p> <ul style="list-style-type: none"> <li>• Aviation/airspace management and control</li> <li>• Transportation safety</li> <li>• Restoration and recovery of transportation infrastructure</li> <li>• Movement restrictions</li> <li>• Damage and impact assessment</li> </ul>
<p><b>ESF #2 – Communications</b>  <b>ESF Coordinator: DHS (National Communications System)</b></p> <ul style="list-style-type: none"> <li>• Coordination with telecommunications and information technology industries</li> <li>• Restoration and repair of telecommunications infrastructure</li> <li>• Protection, restoration, and sustainment of national cyber and information technology resources</li> <li>• Oversight of communications within the Federal incident management and response structures</li> </ul>
<p><b>ESF #3 – Public Works and Engineering</b>  <b>ESF Coordinator: Department of Defense (U.S. Army Corps of Engineers)</b></p> <ul style="list-style-type: none"> <li>• Infrastructure protection and emergency repair</li> <li>• Infrastructure restoration</li> <li>• Engineering services and construction management</li> <li>• Emergency contracting support for life-saving and life-sustaining services</li> </ul>
<p><b>ESF #4 – Firefighting.</b>  <b>ESF Coordinator: Department of Agriculture (U.S. Forest Service)</b></p> <ul style="list-style-type: none"> <li>• Coordination of Federal firefighting activities</li> <li>• Support to wildland, rural, and urban firefighting operations</li> </ul>

<p><b>ESF #5 – Emergency Management</b>  <b>ESF Coordinator: DHS (FEMA)</b></p> <ul style="list-style-type: none"> <li>• Coordination of incident management and response efforts</li> <li>• Issuance of mission assignments</li> <li>• Resource and human capital</li> <li>• Incident action planning</li> <li>• Financial management</li> </ul>
<p><b>ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services</b>  <b>ESF Coordinator: DHS (FEMA)</b></p> <ul style="list-style-type: none"> <li>• Mass care</li> <li>• Emergency assistance</li> <li>• Disaster housing</li> <li>• Human services</li> </ul>
<p><b>ESF #7 – Logistics Management and Resource Support</b>  <b>ESF Coordinator: General Services Administration and DHS (FEMA)</b></p> <ul style="list-style-type: none"> <li>• Comprehensive, national incident logistics planning, management, and sustainment capability</li> <li>• Resource support (facility space, office equipment and supplies, contracting services, etc.)</li> </ul>
<p><b>ESF #8 – Public Health and Medical Services</b>  <b>ESF Coordinator: Department of Health and Human Services</b></p> <ul style="list-style-type: none"> <li>• Public health</li> <li>• Medical</li> <li>• Mental health services</li> <li>• Mass fatality management</li> </ul>
<p><b>ESF #9 – Search and Rescue</b>  <b>ESF Coordinator: DHS (FEMA)</b></p> <ul style="list-style-type: none"> <li>• Life-saving assistance</li> <li>• Search and rescue operations</li> </ul>
<p><b>ESF #10 – Oil and Hazardous Materials Response</b>  <b>ESF Coordinator: Environmental Protection Agency</b></p> <ul style="list-style-type: none"> <li>• Oil and hazardous materials (chemical, biological, radiological, etc.) response</li> <li>• Environmental short- and long-term cleanup</li> </ul>
<p><b>ESF #11 – Agriculture and Natural Resources</b>  <b>ESF Coordinator: Department of Agriculture</b></p> <ul style="list-style-type: none"> <li>• Nutrition assistance</li> <li>• Animal and plant disease and pest response</li> <li>• Food safety and security</li> <li>• Natural and cultural resources and historic properties protection</li> <li>• Safety and well-being of household pets</li> </ul>
<p><b>ESF #12 – Energy</b>  <b>ESF Coordinator: Department of Energy</b></p> <ul style="list-style-type: none"> <li>• Energy infrastructure assessment, repair, and restoration</li> <li>• Energy industry utilities coordination</li> <li>• Energy forecast</li> </ul>
<p><b>ESF #13 – Public Safety and Security</b>  <b>ESF Coordinator: Department of Justice</b></p> <ul style="list-style-type: none"> <li>• Facility and resource security</li> <li>• Security planning and technical resource assistance</li> <li>• Public safety and security support</li> <li>• Support to access, traffic, and crowd control</li> </ul>

<p><b>ESF #14 – Long-Term Community Recovery</b>  <b>ESF Coordinator: DHS (FEMA)</b></p> <ul style="list-style-type: none"> <li>• Social and economic community impact assessment</li> <li>• Long-term community recovery assistance to States, tribes, local governments, and the private sector</li> <li>• Analysis and review of mitigation program implementation</li> </ul>
<p><b>ESF #15 – External Affairs</b>  <b>ESF Coordinator: DHS</b></p> <ul style="list-style-type: none"> <li>• Emergency public information and protective action guidance</li> <li>• Media and community relations</li> <li>• Congressional and international affairs</li> <li>• Tribal and insular affairs</li> </ul>

**Headquarters-Level Support Structures .....NRF p. 55**

**National Operations Center (NOC) ..... NRF p. 55**

The NOC is the primary national hub for situational awareness and operations coordination across the Federal Government for incident management.

- **National Response Coordination Center (NRCC) ..... NRF p. 56**  
 The NRCC is the Federal Emergency Management Agency (FEMA)'s primary operations management center, as well as the focal point for national resource coordination.
- **National Infrastructure Coordinating Center (NICC) ..... NRF p. 56**  
 The NICC monitors the Nation's critical infrastructure and key resources on an ongoing basis.

**Supporting Federal Operations Centers..... NRF p. 56**

The Federal Government has a wide range of headquarters-level operations centers that maintain situational awareness within their functional areas and provide relevant information to the NOC.

- **National Military Command Center (NMCC) ..... NRF p. 56**  
 The NMCC is the Nation's focal point for continuous monitoring and coordination of worldwide military operations.
- **National Counterterrorism Center (NCTC) ..... NRF p. 57**  
 The 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 (SIOC) ..... NRF p. 57**  
 The Federal Bureau of Investigation (FBI) 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.
- **Other DHS Operations Centers ..... NRF p. 57**  
 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.

**Regional-Level Support Structure .....NRF p. 61**

**Regional Response Coordination Center (RRCC) ..... NRF p. 61**

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.

**Field-Level Support Structure .....NRF p. 61**

**Emergency Management Teams ..... NRF p. 61**

Depending upon the type and scope of incident, in coordination with State and local agencies, Federal assets may be dispatched during the first hours following an incident.

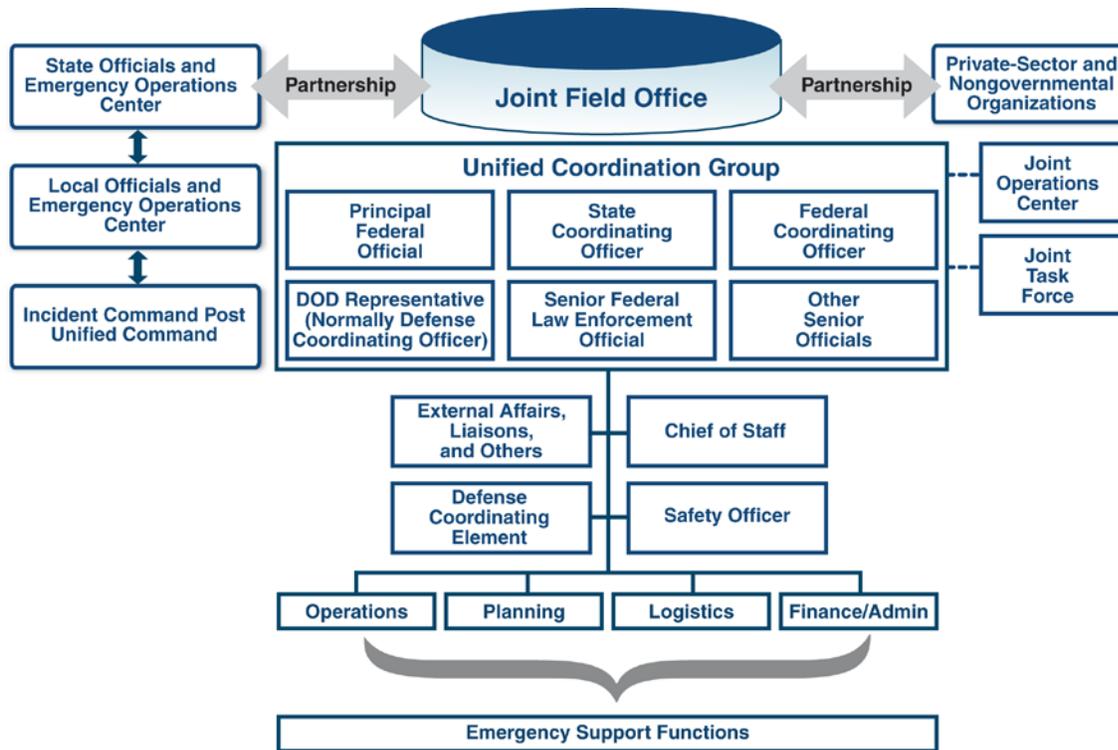
- **Incident Management Assistance Teams (IMATs)..... NRF p. 62**  
IMATs are interagency, regionally based response teams that provide a forward Federal presence to improve response to serious incidents.
- **Hurricane Liaison Team (HLT)..... NRF p. 62**  
The HLT is a small team designed to enhance 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 (US&R) Task Forces..... NRF p. 62**  
The National US&R Response System is a framework for structuring local emergency services personnel into integrated response task forces.
- **Mobile Emergency Response Support (MERS) ..... NRF p. 62**  
The primary function of MERS is to provide mobile telecommunications capabilities and life, logistics, operational, and power-generation support required for the on-site management of response activities.

**Joint Field Office (JFO)..... NRF p. 62**

The JFO is a temporary Federal facility that 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.

- **Unified Coordination Group ..... NRF p. 64**  
The JFO is led by the Unified Coordination Group, which is comprised of specified senior leaders representing State and Federal interests, and in certain circumstances tribal governments, local jurisdictions, the private sector, or NGOs.

Figure 1. Joint Field Office



**Other Federal Field Structures** ..... NRF p. 65  
 These field structures are designed to implement lanes of responsibility and provide coordination to ensure an effective response.

- **Joint Operations Center (JOC)** ..... NRF p. 65  
 The JOC is an interagency command post established by the FBI to manage terrorist threats or incidents and investigative and intelligence activities.
- **Joint Information Center (JIC)** ..... NRF p. 65  
 The JIC is a physical location where the coordination and dissemination of information for the public and media concerning the incident are managed. JICs may be established locally, regionally, or nationally.

## FIELD SUPPORT ROLES

**Federal Coordinating Officer (FCO)** .....NRF p. 67  
 The official appointed by the President to execute Stafford Act authorities, including the commitment of FEMA resources and mission assignment of other Federal departments or agencies.

**Federal Resource Coordinator (FRC)** .....NRF p. 68  
 In non-Stafford Act situations, DHS may designate an FRC to coordinate Federal support through interagency agreements and memorandums of understanding.

**Defense Coordinating Officer (DCO).....NRF p. 68**

If requested and approved, the DCO serves as DOD's single point of contact at the Joint Field Office for requesting assistance from the Department of Defense.

**Senior Federal Law Enforcement Official (SFLEO).....NRF p. 68**

The SFLEO is an official 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.

**Joint Task Force Commander .....NRF p. 68**

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 to command Federal (Title 10) military activities in support of the incident objectives.

**Other Senior Officials .....NRF p. 69**

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 NGOs may participate in a Unified Coordination Group.

## **NRF RESOURCE CENTER**

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This Partner Guide and the documents referenced in it, as well as other materials that directly or indirectly support the NRF, can be found on the NRF Resource Center. To assist readers in implementing the *Framework*, the Resource Center is an online repository of supporting documents, resources, and educational materials. It is intended especially to assist emergency management practitioners. This repository provides a single, Web-based portal for documents, information, training materials, and other tools needed for response partners to understand and execute their roles under the *Framework*.

The online Resource Center's home page may be found at <http://www.fema.gov/NRF>.

### **NRF Documents**

- NRF Brochure
- NRF Fact Sheet
- NRF Frequently Asked Questions
- NRF Emergency Support Function Annexes
- NRF Support Annexes
- NRF Incident Annexes
- NRF Partner Guides

### **Related Documents**

- Emergency Management Assistance Compact (EMAC): Overview
- National Incident Management System (NIMS)
- National Infrastructure Protection Plan (NIPP)
- National Preparedness Guidelines
- National Strategy for Pandemic Influenza

### Supplemental Resources

- Authorities
- Glossary and Acronyms
- Overview of Stafford Act Support to States
- Overview of Federal-to-Federal Support
- JFO Task Books
- Training Resources
- Job Aids/SOPs
- What's New

### Briefings

- NRF Rollout Briefing
- Overview Briefing for Local, Tribal, and State Response Partners
- Overview Briefing for the Private Sector
- Overview Briefing for Nongovernmental Organizations

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