

# STATE 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 State 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 State partners.<sup>1</sup>

## 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 State officials and other persons and organizations, at various levels, with whom State,

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<sup>1</sup> Under the *Framework*, the term "State" and discussion of the roles and responsibilities of States typically also include similar responsibilities that apply to U.S. territories and possessions and tribal nations.

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tribal, and territorial partners will most likely interface prior to, during, and after an incident.

### **State Government .....NRF p. 21**

A primary role of State government is to supplement and facilitate local efforts before, during, and after incidents. The State provides direct and routine assistance to its local jurisdictions through emergency management program development and by routinely coordinating in these efforts with Federal officials.

#### **Governor ..... NRF p. 21**

Public safety and welfare of a State's citizens are fundamental responsibilities of every Governor. For the purposes of the *Framework*, any reference to a State Governor also references the chief executive of a U.S. territory. The Governor is responsible for coordinating State resources and providing the strategic guidance needed to prevent, mitigate, prepare for, respond to, and recover from incidents of all types.

#### **State Homeland Security Advisor ..... NRF p. 22**

The State Homeland Security Advisor serves as counsel to the Governor on homeland security issues and may serve as a liaison between the Governor's office, the State homeland security structure, the U.S. Department of Homeland Security, and other organizations both inside and outside of the State.

#### **Director, State Emergency Management Agency ..... NRF p. 22**

The Director of the State emergency management agency ensures that the State is prepared to deal with large-scale emergencies and is responsible for coordinating the State response in any incident.

#### **State Department and Agency Heads ..... NRF p. 23**

State department and agency heads and their staffs develop, plan, and train to internal policies and procedures to meet response and recovery needs safely.

#### **Governor's Authorized Representative (GAR) ..... NRF p. 52**

The Governor may appoint a GAR during an incident to execute all necessary documents for disaster assistance on behalf of the State, including certification of applications for public assistance.

#### **State Coordinating Officer (SCO)..... NRF p. 52**

The SCO, appointed by the Governor of an affected State, plays a critical role in managing the State response and recovery operations following Stafford Act declarations.

#### **National Guard ..... NRF p. 39**

The National Guard is a crucial State resource, with expertise in communications, logistics, search and rescue, and decontamination.

### **Indian Tribes .....NRF p. 23**

Tribal governments are responsible for coordinating resources to address actual or potential incidents.

#### **Tribal Leader ..... NRF p. 23**

The tribal leader is responsible for the public safety and welfare of the people of that tribe.

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

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

**Federal Coordinating Officer (FCO) ..... NRF p. 67**

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.

## **STATE RESPONSE ACTIONS**

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States have two basic responsibilities: (1) follow the preparedness cycle to plan, organize, train, equip, exercise, and evaluate, in order to strengthen resources and build capabilities in a constant process of preparedness; and (2) conduct an informed response to incidents by deploying the right personnel and resources, with the right training, as part of a single incident management structure while remaining flexible and adaptable in order to tailor response to the particular needs of the incident.

**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 States and tribes 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 – State 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 – State Actions ..... NRF p. 35**

When an incident or potential incident occurs, State officials assess the situation, identify and prioritize requirements, and activate available resources and capabilities in support of local governments.

**Coordinate Response Actions – State Actions..... NRF p. 38**

Coordination of response activities occurs through response structures based on assigned roles, responsibilities, and reporting protocols. States provide the majority of the external assistance to communities. 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 contacts the State.

**Demobilize – State Actions..... NRF p. 44**

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

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

Recovery from an incident is unique to each State and depends on the amount and kind of damage caused by the incident and the resources that the jurisdiction has ready or can quickly obtain.

## **REQUESTING ASSISTANCE**

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When an incident exceeds or is expected to exceed the capabilities of a locality, local leaders can request assistance from neighboring jurisdictions, the State, or even the Federal Government. When an incident overwhelms or is anticipated to overwhelm State resources, the Governor may request Federal assistance.

**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 Assistance.....NRF p. 38**

States provide the majority of the external assistance to communities. The State is the gateway to several government programs that help communities prepare.

**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 ..... 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>2</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.

## **STATE RESPONSE: STRUCTURES**

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The following section identifies the response structures with which State 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 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.

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<sup>2</sup> Additional guidance on requesting Federal support can be found in the Overview document at the **NRF Resource Center**, <http://www.fema.gov/NRF>.

**State Emergency Operations Center**.....NRF p. 51  
State Emergency Operations Centers (EOCs) are activated as necessary to support local EOCs.

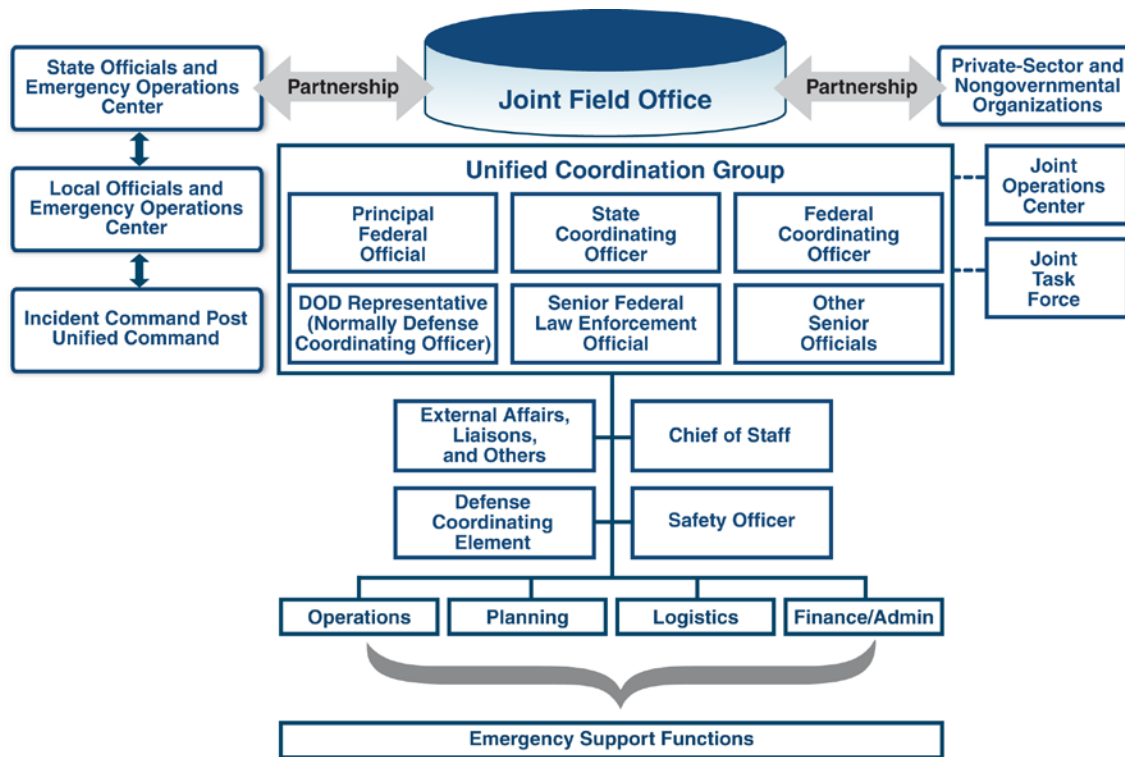
**Figure 1. Local and State Emergency Operations Centers**



**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.

**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.

Figure 2. Joint Field Office



## NRF RESOURCE CENTER

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

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### 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