Chapter 9

All-Hazards Emergency Response & Recovery

Introduction to Homeland Security

9/11 Response
- The unexpected September 11th attacks, the 2001 Anthrax attacks, & the poor response to Hurricane Katrina each revealed certain weaknesses in US response systems
- There was an unprecedented loss of lives among civilians (& first responders in the case of 9/11)
- Certain systems in place performed below expectations & procedures were not followed or were found to be unsuitable
- All levels of govt. were prompted to initiate evaluations to improve response procedures & protocols

Post-9/11 Response
- New focus on protection of 1st responders
- 2005: Federal govt. updated the Federal Response Plan (FRP)
  - Became the National Response Plan (NRP)
  - Billed as an “all disciplines, all hazards plan”
  - Later became the National Response Framework (NRF)
- Threats addressed with a more unified, national effort

Post -9/11 Response (cont.)
- The federal govt. created the National Incident Management System (NIMS) to carry out coordinated response
  - “Consistent nation-wide approach for federal, state, & local governments to work effectively & efficiently to prepare for, respond to, & recover from domestic incidents, regardless of cause, size, or complexity”

A Newer Response System: National Response Framework
- Hurricane Katrina exposed problems with the NRP
  - As a result, the federal govt. developed the NRF to be more concise
  - NRF is based heavily upon the systems & organization contained within the NRP, but is a framework, not a plan
  - Released in January of 2008 after a period of comment & adjustment

A Newer Response System: NRF (cont.)
- New approach has had an impact at all govt. levels through the implementation of the following four goals:
  1) Unify crisis & consequence management as a single integrated function vice two separate functions & integrate all existing federal emergency response plans into a single document (NRF)
  2) Provide interoperability & compatibility among federal, state, & local capabilities (NIMS)
A Newer Response System: NRF (cont.)

3) Enhance response & preparedness capabilities of 1st responders & state & local govt.s against all kinds of hazards & threats by providing extensive funding for equipment, training, planning, & exercises

4) Integrate the private sector & the business communities at a greater extent into response activities & responsibilities in order to increase resources on hand

DHS/FEMA Responsibilities

1) Help to ensure the preparedness of emergency response providers for terrorist attacks, major disasters, & other emergencies

2) Establish standards, conduct exercises & training, evaluate performance, & provide funds in relation to the Nuclear Incident Response Team

3) Provide the federal government’s response to terrorist attacks & major disasters

4) Aid the recovery from terrorist attacks & major disasters

DHS/FEMA Responsibilities (cont.)

5) Work with other federal & non-federal agencies to build a comprehensive national incident management system

6) Consolidate existing federal govt. emergency response plans into a single, coordinated national response plan

7) Develop comprehensive programs for developing interoperable communications technology & ensure that emergency response providers acquire such technology

EM Agencies & Functions Transferred to FEMA

- The Integrated Hazard Information System of NOAA (renamed FIRESAT)
- The National Domestic Preparedness Office of the FBI
- The Domestic Emergency Support Teams of DOJ
- The Office of Emergency Preparedness, the National Disaster Medical System, & the Metropolitan Medical Response System of HHS
- The Strategic National Stockpile of HHS

Response

- Local police, fire & emergency medical personnel are usually the first to respond to disasters

- Their job is to:
  - Rescue & attend to victims
  - Suppress fires
  - Secure & police the disaster area
  - Begin the process of restoring order

- They are supported in this effort by local EM personnel & community govt. officials

Local Response

- Minor disasters occur daily in the US

- Managed by 1st responders in a routine & systematic manner according to protocols/SOPs they have developed

- Secure scene & maintain order

- Rescue & treat injured

- Contain & suppress fire or hazardous conditions

- Retrieve the dead
### First Responders – By the Numbers
- Over 1.1 million firefighters in the US
  - ~783,000 are volunteers (69%)
- ~780,000 full-time police employees
  - ~436,000 are sworn enforcement personnel
- About 291,000 full-time employees in Sheriffs’ offices
  - ~186,000 are sworn personnel
- Over 239,000 registered emergency medical technicians (EMT)

### Response Processes - Local
- Most communities in the US have developed community-wide emergency plans
  - Mandated by the Disaster Mitigation Act of 2000
- Many communities have reviewed & reworked their plans to include procedures/protocols for all forms of terrorist acts
  - Changes have often been driven by funds allocated for specific requirements

### 1st Responder Funding Areas
- Planning
- Equipment
- Training
- Exercises

### First Responder Roles & Responsibilities - Terrorism
- Protect lives/safety of citizens/other 1st responders
- Isolate, contain, and/or limit the spread of any cyber or CBRNE devices
- ID the type of agent and/or devices used
- ID & establish control zones for the suspected agent used
- Ensure 1st responders properly follow protocol & have appropriate protective equipment
- ID the most appropriate decontamination/treatment for victims
- Establish victim services

### First Responder Roles & Responsibilities – Terrorism (cont.)
- Notify emergency personnel, including med facilities, of dangers/anticipated casualties & proper measures to be followed
- Notify appropriate state & federal agencies
- Provide accurate & timely public information
- Preserve as much evidence as possible
- Protect critical infrastructure
- Oversee fatality management
- Develop & enhance EMS
- Protect property & environment

### Local Emergency Managers
- Usually it is the responsibility of the local emergency manager to develop & maintain community-level emergency plans
  - Emergency managers often have another responsibility
    - Police Chief
    - Fire Chief
  - Full-time emergency managers are becoming more common
  - Emergency management training becoming more available
Funding for 1st Responders

- As of 2008 the federal govt. has spent more than $16 billion on 1st responders since 9/11
- FEMA is responsible for facilitating funding programs under the Homeland Security Grant Program (HSGP)
- 1st responder grant amounts have varied significantly from year to year
- In 2005, Congress decided that risk factors would be used to determine funding levels
  - Previously each state received a minimal amount of funding

State Response

- When the size of a disaster/incident is too large for local response capabilities, local officials will turn to the governor/state for assistance
- Each state/territory has an established emergency management system & a state Office of Emergency Management (OEM)
  - Where in the govt. structure the OEM office resides varies from state to state

State Response (cont.)

- Funding for state EM offices comes principally from DHS & state budgets
  - Used to:
    - Hire staff
    - Conduct training & exercises
    - Purchase equipment
  - Funding at the state level can be inconsistent, especially in those states with minimal annual disaster activity
  - Response capabilities & capacities are strongest in states that experience the highest levels of annual disaster activity

State Response (cont.)

- National Guard is the principal resource available to governors in responding to a disaster event in their state
  - National Guard Adjutants General (TAG) manage state emergency offices in ~25% of all state/territories (down from 50% in 2004)
  - Resources include:
    - Personnel
    - Communications systems/equipment
    - Air & road transport
    - Heavy construction/earth-moving equipment
    - Mass care & feeding facilities/equipment
    - Emergency supplies – beds, blankets, & medical supplies

State Response (cont.)

- If the disaster/incident response needs exceed the capabilities of the state, mutual aid from unaffected local governments & states may be secured using the:
  - Statewide Mutual Aid agreement, or
  - Emergency Management Assistance Compact (EMAC)
- If the disaster/incident response needs exceed the capabilities of the state (or states), a national disaster (or “incident of national significance”) may have occurred

Volunteer Groups Response

- Volunteer groups are often involved in disaster response
- National groups such as the American Red Cross & the Salvation Army maintain rosters of local chapters of volunteers with emergency response training
- These organizations provide shelter, food & clothing to victims who have had to evacuate or lost their homes
National Volunteer Organizations Against Disasters (NVOAD)
- National Volunteer Organizations Against Disasters (NVOAD) is composed of:
  - 58 national member organizations
  - 56 state & territorial VOADs
  - A growing number of county, community, regional, & other local VOADs
- Examples:
  - American Red Cross
  - Salvation Army
  - Catholic Charities USA
  - Humane Society of the US
  - World Vision

DHS Volunteer Programs
- DHS heavily involved in volunteer programs
  - Citizen Corps
  - Citizen Corps Councils
  - Community Emergency Response Teams (CERT)
  - Volunteers in Police Service (VIPS)
  - Medical Reserve Corps
  - Neighborhood Watch
  - Fire Corps

Federal Emergency Management Agency (FEMA) Functions
- Coordinates with local/state 1st responders to manage disasters & recover from their effects
- Administers the Disaster Relief Fund
- Administers the National Flood Insurance Program (NFIP)
- Continues training & responsibilities of the USFA
- Continues to offer mitigation grant programs including the Hazards Mitigation Grant Program, the Pre-Disaster Mitigation Program & the Flood Mitigation Assistance Program
- Administers the Citizen Corps Program

National Domestic Preparedness Office (NDPO)
- Serves as a single program & policy office for WMD
- Coordinates the establishment of training curriculum & standards for first responder training
- Facilitates the efforts of the federal govt. to provide the responder community with detection, protection, analysis, & decontamination equipment necessary to prepare for & respond to an incident involving WMD
- Provides state & local governments with the resources & expertise necessary to design, conduct, & evaluate exercise scenarios involving WMD
- Communicates information to the state & local emergency response community

Domestic Emergency Support Team (DEST)
- DEST is an interagency team of experts that operates on a stand-by basis & which can be quickly mobilized
- Falls under DHS, but is led by the FBI to provide an on-scene commander (the Special Agent in Charge) with advice & guidance in situations involving WMDs or other significant domestic threats
- Guidance ranges from information management & communications support to instructions on how to best respond to WMDs
- Has no permanent staff at DHS, the FBI, or at any other federal agency

Office of Emergency Preparedness (OEP)
Oversees the emergency management functions of mitigation, preparedness, response & recovery with all agencies & organizations that carry out health or medical services
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The National Disaster Medical System (NDMS)

- Establishes a single integrated national medical response capability for assisting state & local authorities in dealing with the medical & health effects of major peacetime disasters
- Provides support to the military & the Department of Veterans Affairs medical systems in caring for casualties evacuated back to the U.S. from overseas armed conventional conflicts

NDMS (cont.)

- NDMS units include:
  - Disaster Medical Assistance Teams (DMATs)
  - Disaster Mortuary Operational Response Teams (DMORTs)
  - International Medical Surgical Teams (IMSURT) (can deploy both domestically and internationally)
  - Veterinary Medical Assistance Teams (VMATs)

Metropolitan Medical Response System (MMRS)

- Capable of providing initial, on-site, emergency health & medical services following a terrorist incident involving a WMD
- Can provide emergency medical services, decontamination of victims, mental health services
- Plans for the disposition of non-survivors & plans for the forward movement of patients to regional health care facilities, as appropriate
- Coordinates WMD response of fire, EMS, HAZMAT, & public, private & mental health communities
- Since 1995, has grown from 25 to 134 teams

The Strategic National Stockpile (SNS)

- A national repository of:
  - Antibiotics
  - Chemical antidotes
  - Antitoxins
  - Life-support medications
  - IV administration
  - Airway maintenance supplies
  - Medical/surgical items
- Provides a re-supply of large quantities of essential medical materiel to states & communities during an emergency within 12 hours of the federal decision to deploy

Urban Search & Rescue (USAR)

- Involves the location, rescue (extrication), & initial medical stabilization of victims trapped in confined spaces
- Structural collapse is most often the cause of victims being trapped
- Victims may also be trapped in transportation accidents, mines, & collapsed trenches
- There are 28 national task forces staffed & equipped to conduct round-the-clock search-and-rescue operations

Maritime Search & Rescue (SAR)

- US Coast Guard maintains the authority & responsibility for maritime SAR
- Maintains SAR facilities around the country
  - East Coast
  - West Coast
  - Gulf Coast
  - Alaska
  - Hawaii
  - Guam
  - Puerto Rico
  - On the Great Lakes
  - Various inland waterways
Maritime SAR (cont.)
- National Distress & Response System (Rescue 21)
- Used to monitor for maritime distress calls & coordinate response operations
- Marine Safety Center Salvage Assistance & Response Teams
- Provide on-scene technical support at maritime catastrophes
- Automated Mutual-Assistance Vessel Rescue (AMVER)
- Voluntary ship reporting system for SAR ops
- Global system that enables ID of ships in distress
- National Strike Force (NSF)
- Responds to oil & hazardous substance pollution incidents

Other Agencies With EM Responsibilities
- Federal Bureau of Investigation (FBI)
- Department of Defense (DoD)
- Department of Energy (DOE)
- Department of Health & Human Services (HHS)
- Environmental Protection Agency (EPA)
- Department of Agriculture (USDA)
- Nuclear Regulatory Commission (NRC)

National Incident Management System (NIMS)
- Created in response to the difficulties encountered during an incident when trying to determine who is in charge of the overall response effort (incident command or IC)
- Created under Homeland Security Presidential Directive #5 (HSPD-5)
  - Purpose - To provide a consistent, nationwide approach for federal, state, tribal, & local governments to work together to prepare for, prevent, respond to, & recover from domestic incidents—regardless of their cause, size, or complexity

NIMS – What it is & What it is not
- NIMS is …
  - Comprehensive, nationwide, systematic approach to incident management
  - Set of preparedness concepts & principles for all hazards
  - Essential principles for a common operating picture (COP) & interoperability of communications & info management
  - Standardized resource management procedures for coordination among different jurisdictions/organizations
  - Scalable & applicable for all incidents
- NIMS is not …
  - A response plan
  - A communications plan
  - Something that is only used during large incidents
  - Only applicable to certain emergency responders
  - Only the Incident Command System or an organizational chart
  - A static system

NIMS (cont.)
- Released 1 MAR 2004
  - NIMS provides a core set of:
    - Doctrine
    - Principles
    - Terminology
    - Organizational processes
  - Enables disaster management at all jurisdictional levels & with all functional disciplines
  - Recognizes the value of the existing Incident Command System (ICS)

NIMS – 1) ICS
- NIMS drew upon & incorporated an already functioning & effective system—the Incident Command System (ICS)
- ICS History
  - Developed in CA in 1970 after a devastating wildfire
  - The result of experiencing communications & coordination problems between different agencies
  - Resulting FIRESCOPE ICS standardized the response to wildfires in CA
  - Its effectiveness led to its use in dealing with incidents other than wildfires
**NIMS – 1) ICS (cont.)**

- ICS provides for:
  - Common terminology
  - Integrated communications
  - Unified command structure
  - Resource management
  - Action planning
- Will remain effective at all levels
  - Single jurisdiction and/or single agency
  - Single jurisdiction with multi-agency support
  - Multi-jurisdictional and/or multi-agency support

**ICS – 5 Major Management Systems**

1) **Command Section**
- Developing, directing, & maintaining communications & collaboration with multiple agencies on site
- Work with local officials, the public, & the media to provide up-to-date info regarding the disaster

2) **Operations Section**
- Handles tactical operations
- Coordinates command objectives
- Develops tactical operations
- Organizes & directs all resources to the disaster site

3) **Planning Section**
- Provides necessary info to the command center to develop action plan to accomplish the objectives
- Collects/evaluates info as it becomes available
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ICS – 5 Major Management Systems (cont.)

4) Logistics Section
- Provides personnel, equipment, & support for the command center
- Coordinates all services in the response
  - Locating equipment
  - Coordinating response of volunteer groups

ICS – 5 Major Management Systems (cont.)

5) Finance Section
- Accounts for funds used during the response & recovery aspect of the disaster
- Monitors costs related to the incident

NIMS – 1) ICS (cont.)
- Unified command
  - Often used where there is more than one agency with incident jurisdiction or when incidents cross political boundaries
- Multi-agency/multi-discipline structure
  - Allows for the establishment of:
    - Common set of objectives
    - Common set of strategies
    - A single plan of action

NIMS (cont.)
- NIMS goes beyond the initial scope of ICS
- Establishes standardized incident management processes, protocols, & procedures
- Key components of the new system:
  1) Incident Command System (ICS)
  2) Communications & Information Management
  3) Preparedness
  4) Joint Information System (JIS)
  5) NIMS Integration Center (NIC)

Key Components of NIMS (Cont.)

2) Communications & Information Management
- Standardized communications during incidents are essential
- Prescribes interoperable communications systems for:
  - Incident management
  - Information management

Key Components of NIMS (Cont.)

3) Preparedness
- Incorporates a range of standardized & mutually-agreed upon measures, actions, & processes accomplished before an incident happens
  - Includes:
    - Planning
    - Training
    - Exercises
    - Qualification
    - Certification
- Also emphasizes mitigation efforts
  - Public education/outreach
  - Structural modifications
  - Enforcement of zoning rules/building codes/land management
  - Flood insurance/property buyout
Key Components of NIMS (Cont.)

4) Joint Information System (JIS)
   • Provides the public with timely & accurate incident information & unified messages
   • Employs Joint Information Centers (JICs)

5) NIMS Integration Center (NIC)
   • Established by the DHS secretary to:
     • Assess proposed changes to NIMS
     • Capture & evaluate lessons learned
     • Employ best practices
     • Supports routine maintenance & continuous refinement of the system over the long term
     • Works with partners at all levels
     • Develops standards for:
       • NIMS education/training
       • First responders comm & equipment
       • Typing of resources
       • Qualifications/credentials

Federal Response

• Traditional
  1) A governor can request presidential disaster declaration
  2) President can declare a presidential emergency upon damage to federal entities
• Additional new third way under NRF
  3) The president, through FEMA, can predeploy resources to a location where a disaster declaration is imminent
    • However, Gov. must make a formal & specific request

Federal Response (cont.)

• Under the NRF, the President may unilaterally declare a major disaster/emergency if extraordinary circumstances exist
• President maintains the ultimate discretion in making a disaster declaration
• No specific criteria or regulations exist

Federal Response (cont.)

• Primary FEMA factors for making recommendations to the president
  • Amount & type of damage (number of homes destroyed or w/major damage)
  • Impact on infrastructure/critical facilities
  • Immediate threats to public health & safety
  • Impacts to essential govt services & functions
  • Unique capability of the Federal govt.
  • Dispersion or concentration of damage
  • Level of insurance coverage in place
  • Available assistance from other sources (Federal, state, local, voluntary organizations)
  • State & local resource commitments from previous undeclared events
  • Frequency of disaster events over recent time period

Declaration response time
• Some presidential declarations happen in a few hours
  • OK City bombing
  • 9/11 WTC
• Others may take weeks
  • May take time to complete an evaluation (Preliminary Damage Assessment or PDA)
• Governors can appeal if request is turned down
Federal Response (cont.)

- Once a declaration has been made, full range of federal resources becomes available
- From JAN 1953 to NOV 2014 there have been 2,191 presidential disaster declarations
  - An average of 36 per year

Federal Response (cont.)

Presidential Disaster Declarations 1953-2013

Federal Response (cont.)

- In 2012 there were 47 major disaster declarations
  - 15 for hurricanes (11 alone for Sandy)
  - 5 for severe storms & straight-line winds
  - 4 for severe storms & flooding
  - 3 for wildfires
  - 3 for severe storms
  - 2 for severe storms, tornadoes, flooding, mudslides, & landslides
  - 1 for severe storm & snowstorm
  - 1 for severe storms, straight-line winds, flooding, & landslides
  - 1 for severe storms, straight-line winds, & flooding
  - 1 for flooding

Types of Presidential Declarations

1. Presidential Major Disaster Declaration
   - Any natural disaster
   - Any fire, flood, or explosion
   - President determines what situations warrant major disaster assistance
   - Puts into motion long-term federal recovery programs designed to help:
     - Disaster victim
     - Businesses
     - Public entities

2. Emergency Declaration
   - “Any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state & local efforts & capabilities to save lives, & to protect property & public health & safety or to lessen or avert the threat of a catastrophe in any part of the U/S”
   - More limited in scope
   - Lacks long-term federal recovery programs

Declaration Under the NRF

1. Governor decides that the event has exceeded /will exceed the state’s response capacity, & makes a formal request to the President through FEMA
2. Governor’s request analyzed by FEMA Administrator, who recommends a course of action to the President
3. President considers FEMA’s recommendation, & decides whether or not to declare the disaster
4. Once a declaration is made, FEMA Administrator activates components of the NRF
5. If an incident has already occurred, NRF priority shifts to immediate & short-term response activities
6. Either during or immediately following the response phase, the long-term recovery is initiated
The National Response Framework (NRF)

- Developed to be a single document that structured emergency management efforts at all levels
- A guide to how the Nation conducts all-hazards response
- Meant to be scalable, flexible & adaptable
- Describes specific authorities & practices for managing incidents from serious local events to large-scale national-level terrorist attacks or catastrophic natural disasters
- Built directly upon the NIMS structure
- Can be partially or fully implemented in the lead-up or response to an emergency or disaster threat

The NRF (cont.)

- The NRF & NIMS together, seek to ensure that all participants are operating under a common set of emergency management principles
- 2013 – 2nd edition of the NRF was published

Organization of the NRF

1) Core Document
   - Describes:
     - The principles that guide national response roles & responsibilities
     - Response actions
     - Response organizations
     - Planning requirements to achieve an effective response

2) Emergency Support Function (ESF) Annexes
   - Group federal resources & capabilities into functional areas that are most frequently needed in a national response
   - FEMA coordinates response support across the federal govt. & certain NGOs by calling up, as needed, one or more of the 15 ESFs
   - ESFs are coordinated by FEMA through the National Response Coordination Center (NRCC)
   - Each ESF has a coordinator, a primary agency, & several support agencies
### NRF Emergency Support Functions (ESF) & Primary Responsibilities

- **ESF #1 – Transportation**
  - Dept of Transportation (DOT)
- **ESF #2 – Communications**
  - Dept of Homeland Security (DHS)
- **ESF #3 – Public Works & Engineering**
  - DoD - US Army Corps of Engineers
- **ESF #4 – Firefighting**
  - USDA - US Forest Service (USFS)
- **ESF #5 – Emergency Management**
  - DHS - FEMA

### NRF ESF & Primary Responsibilities (cont.)

- **ESF #6 – Mass Care, Emergency Assistance, Housing, & Human Services**
  - DHS - FEMA
- **ESF #7 – Logistics Management & Resource Support**
  - General Services Administration (GSA) & DHS
- **ESF #8 – Public Health & Medical Services**
  - Dept of Health & Human Services (HHS)
- **ESF #9 – Urban Search & Rescue**
  - DHS - FEMA
- **ESF #10 – Oil & Hazardous Materials**
  - Environmental Protection Agency (EPA)

### Organization of the NRF (cont.)

#### 3) The Support Annexes

- **ESF #11 – Agriculture & Natural Resources**
  - Dept of Agriculture
- **ESF #12 – Energy**
  - Dept of Energy (DOE)
- **ESF #13 – Public Safety & Security**
  - DHS & Dept of Justice (DOJ)
- **ESF #14 – Long Term Community Recovery & Mitigation**
  - Superseded by the National Disaster Recovery Framework
- **ESF #15 – External Affairs**
  - DHS

- **ESF #16 – Other**
  - Other agencies & coordinating authorities

- **ESF #17 – Specialized Support**
  - Specific support functions for disaster response

- **ESF #18 – Transition Planning**
  - Planning for post-disaster recovery

### Organization of the NRF (cont.)

- **ESF #19 – Infrastructure**
  - Recovery of critical infrastructure systems

### Organization of the NRF (cont.)

#### 3) The Support Annexes (cont.)

- The nature of the functions in the annexes frequently involves either the support to or the cooperation of all dept.s & agencies involved
  - Each annex is
    - Managed by one or more coordinating agencies &
    - Supported by various coordinating agencies

- Coordinating agencies are responsible for implementing the processes detailed in the annexes
- Cooperating agencies have specific expertise & capabilities that allow them to assist the coordinating agency in executing incident-related tasks or processes
Organization of the NRF (cont.)

3) The Support Annexes (cont.)
• Annexes are organized as follows:
  • Critical Infrastructure & Key Resources (DHS)
  • Financial Management (FEMA & others)
  • International Coordination (Dept. of State)
  • Private-Sector Coordination (DHS)
  • Public Affairs (DHS)
  • Tribal Relations (DHS)
  • Volunteer & Donations Management (FEMA)
  • Worker Safety & Health (Dept. of Labor/Occupational Safety & Health Administration)

Organization of the NRF (cont.)

4) Incident Annexes
• Address the unique aspects of how we respond to seven broad incident categories
  • Biological
  • Catastrophic
  • Cyber
  • Nuclear/radiological
  • Food & agriculture
  • Oil & Hazardous Material
  • Terrorism

NRF (cont.)
• Also defines roles & responsibilities of the nongovernmental organizations (NGOs), private sector, & citizens who are involved in support of the management of emergency incidents
• Private-sector roles:
  • Impacted organizations or infrastructure
  • Response resources
  • Regulated and/or responsible party
  • State/local emergency organization member

NRF vs. NRP
• One of the biggest changes is that no formal declaration is required to invoke the NRF

NRF Response Doctrine
• 5 key principles
  1) Engaged partnership
  2) Tiered response
  3) Scalable, flexible, & adaptable operational capabilities
  4) Unity of effort through unity of command
  5) Readiness to act

Types of Federal Assistance Available under the NRF
1) Preincident Services
• Info & intel sharing (counterterrorism)
• Prepositioned resources & staff
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Types of Federal Assistance Available under the NRF (cont.)

2) Immediate Relief Delivery—Response Actions
   • Assets mobilized/resources deployed
   • Teams with specialized capabilities are deployed
   • Field facilities established to provide:
     • Incident management
     • Public health
     • Other community support

Types of Federal Assistance Available under the NRF (cont.)

2) Immediate Relief Delivery—Response Actions (cont.)
   • Assistance provided to support:
     • Immediate law enforcement, fire, ambulance & EMS service actions
     • Emergency flood fighting
     • Evacuations
     • Transportation system detours
     • Emergency public information
     • Actions taken to minimize additional damage
     • Urban search & rescue
     • Establishment of mass care facilities

Types of Federal Assistance Available under the NRF (cont.)

3) Assistance to Speed Recovery
   • Loans & grants to repair or replace damaged housing & personal property
   • Grants to repair or replace roads & public buildings
   • Technical assistance to identify & implement mitigation opportunities to reduce future losses
   • Other assistance such as:
     • Crisis counseling
     • Tax relief
     • Legal services
     • Job placement

Recovery

• Not easy to classify
  • Often begins in the initial hours & days following a disaster event
  • Can continue for months or years

• Involves complex issues
  • Rebuilding homes
  • Replacing property
  • Resuming employment
  • Restoring business
  • Permanently repairing & rebuilding infrastructure

Disaster Recovery Operations under the NRF

• Two phases of recovery in the NRF:
  1) Short-term recovery
     • Begins immediately upon the occurrence of the disaster
     • May overlap response actions
     • Includes:
       • Providing essential public health & safety services
       • Restoring interrupted utility & other essential services
       • Restablishing transportation routes
       • Providing food & shelter for displaced persons

Fall 2007
2) Long-term recovery
- Involves the restoration of lives & livelihoods once lifelines & critical societal components are restored
- Continues for months/years after the disaster
- Falls within ESF #14

Disaster Recovery Operations under the NRF (cont.)

2) Long-term recovery (cont.)
- Includes:
  - Development, coordination, & execution of service/site restoration plans
  - Reconstitution of govt. operations & services
  - Programs to provide housing & promote restoration
  - Long-term care & treatment of affected persons
  - Additional measures for social, political, environmental, & economic restoration

ESF# 14 Primary/Support Agencies
- Department of Agriculture
- Department of Homeland Security
- Department of Housing & Urban Development
- Small Business Administration
- Department of Commerce
- Department of Defense
- Department of Energy
- Department of Health & Human Services
- Department of the Interior
- Department of Labor
- Department of Transportation
- Department of the Treasury
- Environmental Protection Agency
- Corporation for National & Community Service
- Delta Regional Authority
- American Red Cross
- National Voluntary Organizations Active in Disaster

Coordination of Disaster Recovery – Joint Field Office (JFO)
- Recovery process occurs at the Joint Field Office (JFO)
- Divided into two functional branches:
  1) Human Services
     - Coordinates assistance programs to help individuals, families, & businesses meet basic needs & return to self-sufficiency
  2) Infrastructure Support
     - Coordinates assistance programs to aid state & local governments & eligible private nonprofit organizations to repair or replace damaged public facilities

Coordination of Disaster Recovery – JFO (cont.)
- JFO functions:
  - Identifying appropriate agency assistance programs to meet applicant needs
  - Synchronizing assistance delivery
  - Encouraging incorporation of mitigation measures where possible
  - Conduct briefings for applicants to inform them of available recovery assistance & how to apply

Federal Disaster Assistance
- Individual Assistance
  - Individuals
  - Families
  - Business owners
- Public Assistance
  - Public & private nonprofit entities for emergency services
  - Repair or replacement of disaster-damaged public facilities
- Hazard Mitigation Assistance
  - Available for measures designed to reduce future losses to public & private property
**Individual Assistance Recovery Programs**
- Individual & Households Program (IHP)
- Small Business Administration (SBA) Disaster Loans
- Disaster Unemployment Assistance
- Legal Services
- Special Tax Considerations
- Crisis Counseling

**Public Assistance Grant Program**
- Provides federal assistance to state & local governments & to certain Private Non-Profits (PNPs)
- Designed to facilitate repair, restoration, replacement, or reconstruction of public facilities or infrastructure
- Projects are grouped into the following categories:
  - Category A: Debris removal
  - Category B: Emergency protective measures
  - Category C: Road systems & bridges
  - Category D: Water control facilities
  - Category E: Public buildings & contents
  - Category F: Public utilities
  - Category G: Parks, recreational, & other

**Other Federal Agency Disaster Recovery Funding**
- Most are triggered by a Presidential declaration of a major disaster or emergency under the Stafford Act
- However, the Secretary of the Department of Agriculture & the Administrator of the Small Business Administration have specific authority relevant to their constituencies to declare a disaster & provide disaster recovery assistance