

Unit 1

Disaster Management

Roles and

Responsibilities





## Portal Questions

This unit describes the key Federal and State disaster management roles and responsibilities.

If you believe you already know this information, answer the questions below and check your answers on the next page. If you answer these questions correctly, you may proceed to the next unit. If you miss any questions, or if you answer them correctly but want to increase your knowledge, read this unit before proceeding.

1. List two major duties of the Governor's Authorized Representative (GAR).
2. List five activities for which the State Coordinating Officer (SCO) is responsible.
3. Who appoints the Federal Coordinating Officer (FCO)?
4. List three major activities for which the FCO is responsible.



# Portal Questions

## Answer Key

1. List two major duties of the Governor's Authorized Representative (GAR).
  - *Provides executive oversight and direction of the disaster or emergency response and recovery on behalf of the Governor*
  - *Executes all necessary documents on behalf of the State*
  - *Responds to the desires of the Governor*
2. List five activities for which the State Coordinating Officer (SCO) is responsible.
  - *Interfacing with the Federal Coordinating Officer (FCO)*
  - *Directing activities for State departments and agencies*
  - *Integrating State, Federal, local, and voluntary agencies' actions*
  - *Coordinating response and recovery operations*
  - *Establishing priorities for response and recovery operations*
3. Who appoints the Federal Coordinating Officer (FCO)?
  - *The President of the United States*
4. List three major activities for which the FCO is responsible.
  - *Government and intergovernmental coordination*
  - *Assessment of disaster needs*
  - *Establishment of a Joint Field Office (JFO) and Disaster Recovery Centers (DRC)*
  - *Disaster program delivery*
5. List six of the Federal Emergency Support Functions (ESFs) from the National Response Framework (NRF).
  - *ESF 1: Transportation*
  - *ESF 2: Communications*
  - *ESF 3: Public Works and Engineering*
  - *ESF 4: Fire Fighting*
  - *ESF 5: Emergency Management*
  - *ESF 6: Mass Care, Emergency Assistance, Housing, and Human Services*
  - *ESF 7: Logistics Management and Resources 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*
6. Describe the purpose of the Incident Management Assistance Team (IMAT).
- *IMAT is a national “on-call” team ready to deploy to a very large or catastrophic disaster. The primary purpose is to assist with the response phase of the disaster operation. Their mission is to deploy rapidly and be the initial interface with the Region and State, usually at the State Emergency Operations Center (EOC).*

# Objectives

Upon completion of this unit, you will be able to do the following:

1. Describe the major duties and activities of those individuals who hold State and Federal disaster management positions.
2. Identify and discuss the key components of the National Response Framework (NRF).
3. Differentiate between State and Federal roles and responsibilities.
4. Identify the disaster management partners needed to conduct a comprehensive emergency management program.

# Topics

Positions of Responsibility During Disaster Response and Recovery

The National Response Framework

Roles and Responsibilities of Disaster Management Teams

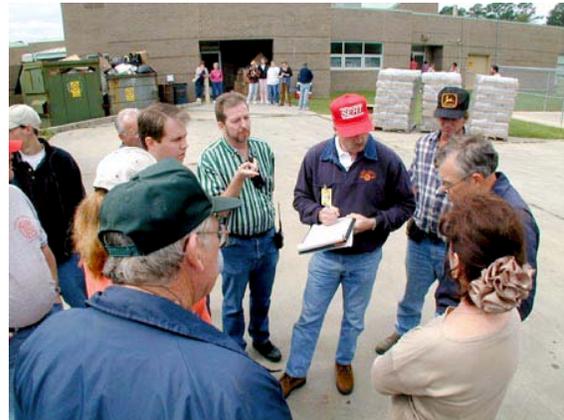
Learning Check

Supplemental Materials

# Positions of Responsibility During Disaster Response and Recovery

The major duties and activities of each of the positions listed below are discussed on the following pages.

1. Governor's Authorized Representative (GAR)
2. Assistant Governor's Authorized Representative (AGAR)
3. State Coordinating Officer (SCO)
4. Deputy State Coordinating Officer (DSCO)
5. Federal Coordinating Officer (FCO)
6. Deputy Federal Coordinating Officer (DFCO)



Stokes, NC, Pitt County State Emergency Management Team and Emergency Management manager Bobby Joyner (R-Blue, glasses) and SERT Wesley Greene (red hat) meet with shelter officials at the Stokes Elementary School - housing 160 families, about their needs.

Photo by Dave Gatley/**FEMA News Photo**

## Governor's Authorized Representative (GAR)

### Major Duties:

The GAR is designated in the Federal Emergency Management Agency (FEMA)/State Agreement after the President declares a major disaster under the provisions of the Stafford Act.

The GAR provides executive oversight and direction of the disaster or emergency response and recovery on behalf of the Governor. The GAR executes all the necessary documents on behalf of the State. Each State's GAR will respond to the desires of the Governor.

### The GAR is responsible for the following activities:

- Interfacing with the Federal Disaster Recovery Manager (DRM)
- Implementing the State's Emergency Plan
- Activating State departments and agencies.
- Executing the Governor's emergency decisions
- Directing the activities of the SCO
- Establishing strategic response and recovery strategies
- Ensuring that the State maintains control

## Assistant Governor's Authorized Representative (AGAR)

### Major Duties:

The AGAR supports the GAR and assists with delegated duties as they are assigned.

### The AGAR is responsible for the following activities:

- Fulfilling the duties delegated by the GAR
- Representing the GAR, when required

## State Coordinating Officer (SCO)

### Major Duties:

The SCO is identified in the Governor's request for an emergency or a major disaster declaration.

The SCO provides operational oversight and direction of the disaster or emergency on behalf of the GAR for JFO operations. The SCO converts the GAR's strategic guidance into tactical plans, executes them on behalf of the State, and responds to the desires of the Governor.

### The SCO is responsible for the following activities:

- Interfacing with the FCO
- Directing activities for State departments and agencies
- Integrating State, Federal, local, and voluntary agencies' actions
- Coordinating response and recovery operations
- Establishing priorities

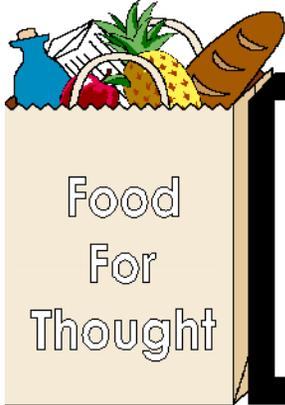
The GAR and the SCO may be the same person or different people. The designation may be permanent or may occur at the time of the emergency. A minimum number of alternate or assistant GARs and SCOs should be designated so that 24-hour-a-day operations can be conducted.

## Deputy State Coordinating Officer (DSCO)

### Major Duties:

The DSCO roles and responsibilities may vary for each State. However, typical DSCO duties are as follows:

- Fulfilling the duties delegated by the SCO
- Representing the SCO, when required
- Coordinating State operations in the JFO
- Managing State personnel at the JFO



What are the benefits and challenges of the State Director serving as both GAR and SCO?

What are the benefits and challenges of any one person serving as both GAR and SCO?

## Federal Coordinating Officer (FCO)

### Major Duties:

By authority and direction of Public Law 93-288, as amended, the President appoints the FCO to manage the Federal response, recovery, and mitigation operations for each presidentially declared disaster or emergency.

### The FCO is responsible for the following activities:

- Government and Intergovernmental Coordination
  - Establishes the Federal presence as the President’s representative at the disaster site
  - Coordinates the relationships among Federal, State, and local personnel in concert with the SCO
  - Advises the Governor on the status of the Federal response
  - Establishes response and recovery operations with the SCO
  - Alerts, coordinates, and directs other Federal agencies to support the State in identifying and meeting disaster needs
  - Establishes an effective communications network with State and local agencies
- Assessment of Disaster Needs
  - Assesses damage and identifies and prioritizes needs in collaboration with the SCO
  - Identifies the full range of programs and resources required to carry out the immediate response and long-term recovery
- Establishment of a JFO and DRCs
  - In coordination with the SCO, the FCO:
    - › Establishes a JFO and DRCs
    - › Coordinates and monitors assistance programs
    - › Disseminates information
    - › Accepts applications
    - › Advises individuals, families, and businesses concerning available assistance
  - Locates JFO and Recovery Center sites, to the extent feasible, in areas most heavily affected by the disaster
  - Identifies staffing and other resource requirements
  - Establishes an environment of compassion, assurance, efficiency, and expediency in all disaster assistance activities

- Program Delivery
  - Coordinates the administration of relief, including activities of:
    - › State and local governments
    - › The American Red Cross, Salvation Army, Mennonite Disaster Service, and other voluntary relief organizations that agree to operate under the FCO's advice and direction
  - Through the reimbursable mission assignment mechanism, requests the DRM, or Regional Administrator if a DRM has not been designated, to task other Federal agencies to provide lifesaving and other emergency services, and to otherwise support disaster operations
  - Works with the DRM and Regional Administrator to implement appropriate financial controls to coordinate and monitor Federal program and administrative activities
  - Coordinates activities of Federal agencies:
    - › Undertakes appropriate action to ensure that all Federal agencies are carrying out their appropriate disaster assistance roles under their own legislative authorities and operational policies
    - › Works with Federal agencies to establish individual agency program goals and monitors agencies' progress toward achieving those goals

## Deputy Federal Coordinating Officer (DFCO)

### Major Duties:

The following are the primary responsibilities of the DFCO:

- Assumes FCO responsibilities in his or her absence
- Oversees day-to-day activities at the JFO
- Assists with all other duties delegated by the FCO

# The National Response Framework

The NRF is organized around the 15 Emergency Support Functions (ESFs) that represent the types of Federal assistance available in a disaster. The ESFs are managed by representatives from Federal agencies and the American Red Cross. Varying ESFs are activated, depending on the specific disaster situation and needs. The ESFs coordinate with FEMA and with the State agency that has related responsibilities.

The responsibilities and agencies are summarized on the following pages.

You may obtain a copy of the NRF from the FEMA warehouse, or acquire the NRF online at <http://www.fema.gov/emergency/nrf/>



Edgecombe County officials in Tarboro, NC., quickly load boxes of county documents into an NC Army National Guard truck.

Photo by Sgt. 1st Class Eric Wedeking, National Guard Bureau, Public Affairs Support Element

### ESF-1: Transportation

- **Responsibility:** Provide civilian and military transportation support; management of transportation systems
- **Primary Federal Agency:** Department of Transportation
- **Typical State Agency:** Department of Transportation

### ESF-2: Communications

- **Responsibility:** Provide telecommunications support; restoration of communications infrastructure
- **Primary Federal Agency:** DHS/National Communication System/Cybersecurity and Communications
- **Typical State Agency:** State Emergency Management Agency or Department of Public Safety, based on where official State warning point is located

### ESF-3: Public Works and Engineering

- **Responsibility:** Facilitate the delivery of services, technical assistance, engineering expertise, and construction management
- **Primary Federal Agency:** U.S. Army Corps of Engineers, Department of Defense
- **Typical State Agency:** National Guard, Department of Transportation

### ESF-4: Firefighting

- **Responsibility:** Detect and suppress wildland, rural, and urban fires
- **Primary Federal Agency:** U.S. Forest Service, Department of Agriculture
- **Typical State Agency:** Department of Forestry, State Fire Marshal's Office

### ESF-5: Emergency Management

- **Responsibility:** Collect, analyze, and disseminate critical information to facilitate the overall Federal response and recovery operations
- **Primary Federal Agency:** Federal Emergency Management Agency
- **Typical State Agency:** State Emergency Management Agency

### ESF-6: Mass Care, Emergency Assistance, Housing, and Human Services

- **Responsibility:** Manage and coordinate food, shelter, and first aid for victims; provide bulk distribution of relief supplies; operate a system to assist family reunification when state response and recovery needs exceed their capabilities
- **Primary Agency:** FEMA
- **Typical State Agency:** American Red Cross, Human Services Branch Individual Assistance (IA)

### ESF-7: Logistics Management and Resources Support

- **Responsibility:** Provide comprehensive national disaster logistics planning, management, and sustainment capability
- **Primary Federal Agency:** General Services Administration/FEMA
- **Typical State Agency:** Department of Administrative Services, State Emergency Management Agency (EMA), or National Guard

### ESF-8: Public Health and Medical Services

- **Responsibility:** Provide assistance with public health and medical care needs
- **Primary Federal Agency:** U.S. Public Health Service, U.S. Department of Health & Human Services
- **Typical State Agency:** State Department of Health & Human Services

### ESF-9: Search and Rescue

- **Responsibility:** Distress monitoring, communications, location of distressed personnel, coordination, and execution of rescue operations
- **Primary Federal Agency:** FEMA, U.S. Coast Guard, National Park Service
- **Typical State Agency:** Office of Emergency Services or Emergency Management Agency, Department of Public Safety, National Guard

### ESF-10: Oil and Hazardous Materials Response

- **Responsibility:** Support coordinated Federal response to actual or potential release of oil and hazardous materials
- **Primary Federal Agency:** Environmental Protection Agency, U.S. Coast Guard
- **Typical State Agency:** Department of Environmental Quality

### ESF-11: Agriculture and Natural Resources

- **Responsibility:** Identify food needs; ensure that food gets to areas affected by disaster; control and eradicate outbreak of animal/zoonotic disease; ensure safety and security of commercial food supply; provide for well-being of household pets during emergency response or evacuation
- **Primary Federal Agency:** Department of Agriculture
- **Typical State Agency:** Department of Agriculture

### ESF-12: Energy

- **Responsibility:** Restore energy systems and fuel supplies
- **Primary Federal Agency:** Department of Energy
- **Typical State Agency:** State Public Service Commission

### ESF-13: Public Safety and Security

- **Responsibility:** Provide public safety and security assistance to support other ESFs; provide mechanism for coordinating Federal-to-Federal and Federal-to-State, Tribal, and local authorities support through noninvestigative law enforcement services
- **Primary Federal Agency:** Department of Justice
- **Typical State Agency:** State Police

### ESF-14: Long-Term Community Recovery

- **Responsibility:** Identify and facilitate availability and use of sources of recovery funding; provide technical assistance for community recovery and recovery planning support
- **Primary Federal Agency:** FEMA
- **Typical State Agency:** State EMA, Office of the Governor, State Planning Agency, State Economic Development Office, Building Code Enforcement

### ESF-15: External Affairs

- **Responsibility:** Coordinate the release of accurate and timely information to affected areas, including governments, media, the private sector, and the local populace
- **Primary Federal Agency:** Department of Homeland Security (DHS)—FEMA
- **Typical State Agency:** State EMA (Joint Information Center [JIC])

# Roles and Responsibilities of Disaster Management Teams

## 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 decision-makers, and support the establishment of Federal coordination efforts with the State. IMATs provide for decision-makers and other coordinators a situational awareness that is crucial to determining the level and type of immediate Federal support that may be required. They may be called upon by the State in situations in which the local government's capacity is overwhelmed.

IMATs can be deployed within two hours/ on-scene within 12 hours to support the State EOC in establishing unified command.

## Regional Response Coordination Center

Regional Response Coordination Centers (RRCCs) are 24/7 coordination centers that expand to become interagency facilities staffed by ESFs in anticipation of a serious incident in the Region or immediately following an incident. Each of FEMA's Regional offices maintains an RRCC, which operates under the direction of the FEMA Regional Administrator. The RRCCs coordinate Federal response efforts at the Regional level by maintaining connectivity with State EOCs, State fusion centers, Federal Executive Boards, and other Federal and State operations and coordination centers that have the potential to contribute to development of situational awareness. Once a JFO is established, RRCC operations transition to the JFO so that the RRCC can remain ready to deal with new incidents

# Unit 1 Learning Check



Please choose the correct answer.

1. The FCO:
  - A. Supervises the State disaster recovery process, including application for Hazard Mitigation Grants
  - B. Is the Federal presence at a disaster site, and the President's representative
  - C. Establishes and manages the JFO for FEMA
  - D. Activates and supervises ESF-5, Emergency Management
  
2. The SCO:
  - A. Converts the GAR's strategic guidance into tactical plans and executes them
  - B. Is identified in the Governor's request for an emergency or disaster declaration
  - C. Serves as the interface with the FCO
  - D. All of the above.
  
3. The ESFs for which FEMA is the primary Federal agency are:
  - A. ESF-5: Emergency Management and ESF-7: Logistics Management and Resources Support
  - B. ESF-2: Communications and ESF-6: Mass Care, Emergency Assistance, Housing, and Human Services
  - C. ESF-5: Emergency Management and ESF-9: Search and Rescue
  - D. All 15 of the ESFs

4. The IMAT:
  - A. Is a Washington, DC-based interagency group that operates at FEMA Headquarters
  - B. Operates at the FEMA Regional Office in the Region where the disaster occurred
  - C. Deploys to large disasters to assist States with the response phase of the disaster operation
  - D. Works at the State EOC and/or the disaster site to obtain information on the impact of the event
  
5. The FCO is appointed by:
  - A. The Director of FEMA
  - B. The President of the United States
  - C. The Governor of the affected State
  - D. The SCO

Please see Appendix A, pages A.1 and A.2, to check your answers.





# Supplemental Materials

## Incident Management Assistance Team (IMAT)

### Description

The IMAT is the response team of choice when coordinating the Federal response to a disaster. It is staffed by fulltime personnel and organized and trained to comply with NIMS/ICS. An IMAT consists of a minimum of a Team Leader (normally a Federal Coordinating Officer) with a Command and General Staff, and may have additional incident-specific positions such as Branch Directors, Division/Group Supervisors, and Unit Leaders. An IMAT does not include all positions needed to manage an incident, but provides a nucleus of personnel that can assess the situation, develop an organizational structure to meet operational needs, determine requirements, and order resources.

The decision to deploy an IMAT rests with the FEMA Administrator and the affected Regional Administrator(s). This ensures that the level of response is met with the appropriate capability without accepting operational risk. The IMAT establishes an immediate Federal presence with the State, assumes command of the Federal response, assesses the situation, determines the level of required Federal support, and identifies a site for the Joint Field Office (JFO).

Initial missions may include support to State and local governments to save lives and preserve property—such as firefighting, search and rescue, emergency medical services, and hazardous materials response. Life-sustaining missions to meet basic individual and community needs include shelter, emergency feeding and food supplies, and temporary restoration of essential government services.

Recovery missions that assist in return to normality include grants and loans to individual victims and programs to rebuild or improve the affected infrastructure (e.g., public buildings, services, and highways).

**IMAT Typing:** FEMA IMATs are “typed” according to the size and experience of the team; qualifications related to the ability to manage minor or massive incidents based on ICS; and individual team members’ knowledge, skills, and abilities as identified in FEMA Position Task Books.

- **Type I Team—National IMAT:** Qualified to respond to all levels of disasters with Level I disasters the primary focus. Led by a Type I Senior Executive Service (SES) Federal Coordinating Officer (FCO) and comprised of Type I trained and credentialed team members in accordance with the *IMAT Training and Credentialing Plan*.
- **Type II Team—Regional IMAT:** Qualified to respond to Level II and Level III disasters with Level II disasters the primary focus. May rotate into a Level I disaster to relieve the Type I IMAT when the complexity of the disaster decreases. Led by an FCO and comprised of Type II trained and credentialed team members in accordance with the *IMAT Training and Credentialing Plan*.

Adapted from the Incident Management Handbook (FEMA B-761/Iterim),  
pp. 11-2 and 11-3