Unit 2: NRF Overview
Unit 2: NRF Overview

Topic: Unit Introduction

Visual Description: Unit Introduction

Key Points

Unit 2 provides a general overview of the National Response Framework, or NRF.
Visual Description: Unit Objectives

Key Points

By the end of this unit, you should be able to describe:

- The purpose of the National Response Framework (NRF).
- The response doctrine established by the NRF.
This video provides an introduction to the NRF.

**Video Transcript:**

In recent years, our Nation has faced an unprecedented series of disasters and emergencies. As a result, our national response structures have evolved and improved to meet these threats.

The National Response Framework is the next step in this evolution, and as such defines how we respond as a Nation. Based on best practices and stakeholder input, the Framework presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies – from the smallest incident to the largest catastrophe.

Building on the National Incident Management System, the Framework’s coordinating structures align key roles and responsibilities fostering response partnerships at all levels of government, and with nongovernmental organizations and the private sector. Given its flexibility and scalability, the National Response Framework is always in effect and elements can be implemented at any level and at any time.
The Framework establishes a response vision through five key principles. Let's take a closer look at these principles, starting with engaged partnership.

Engaged partnership means that leaders at all levels develop shared response goals and align capabilities so that no one is overwhelmed in times of crisis.

The next principle is tiered response. Incidents must be managed at the lowest possible jurisdictional level and supported by additional capabilities when needed.

The third principle is scalable, flexible, and adaptable operational capabilities. As incidents change in size, scope, and complexity, the response must adapt to meet requirements.

The fourth principle is unity of effort through unified command. Unity of effort respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives.

The last principle is readiness to act. It is our collective duty to provide the best response possible. From individuals, households, and communities to local, tribal, State, and Federal governments, national response depends on our readiness to act.

The National Response Framework strives to improve coordination among all response partners. And through these partnerships, we can work together to help save lives and protect America's communities.

[end of transcript]
Visual 2.4

Visual Description: National Mandates: Homeland Security Presidential Directives 5 and 8

Key Points

Homeland Security Presidential Directive (HSPD) 5 called for a single, comprehensive system to enhance the ability of the United States to manage domestic incidents. It requires the Department of Homeland Security (DHS) to coordinate with other Federal departments and agencies and State, local, and tribal governments to establish a National Incident Management System (NIMS) and a National Response Framework (NRF).

HSPD-8 describes the way Federal departments and agencies will prepare. It requires DHS to coordinate with other Federal departments and agencies and State, local, and tribal governments to develop national preparedness guidelines.

These related efforts align Federal, State, local, tribal, private sector, and nongovernmental preparedness, incident management, and emergency response plans into an effective and efficient national structure.

The rest of this unit covers the organizational structures outlined in the video presentation.
## Framework Purpose

The purpose of the National Response Framework is to ensure that all response partners:

- Understand domestic incident response roles, responsibilities, and relationships.
- Respond effectively to any type of incident.

## Visual Description: Framework Purpose

### Key Points

The purpose of the National Response Framework is to ensure that all response partners across the Nation understand domestic incident response roles, responsibilities, and relationships in order to respond more effectively to any type of incident.

The Framework is written especially for government executives, private-sector and nongovernmental organization leaders, and emergency management practitioners.
The Framework provides structures for implementing national-level policy and operational coordination for domestic incident response.

The term “response” as used in this Framework includes:

- Immediate actions to save lives, protect property and the environment, and meet basic human needs.
- The execution of emergency plans and actions to support short-term recovery.
Key Concept: Always in Effect

The Framework is always in effect, and elements can be implemented as needed on a scalable, flexible basis to improve response.

It is not always obvious at the outset whether a seemingly minor event might be the initial phase of a larger, rapidly growing threat.

The National Response Framework allows for the rapid acceleration of response efforts without the need for a formal trigger mechanism.
The National Response Framework is required by, and integrates under, a larger National Strategy for Homeland Security that:

- Serves to guide, organize, and unify our Nation's homeland security efforts.
- Reflects our increased understanding of the threats confronting the United States.
- Incorporates lessons learned from exercises and real-world catastrophes.
- Articulates how we should ensure our long-term success by strengthening the homeland security foundation we have built.
Visual Description: National Strategy for Homeland Security Goals

Key Points

The National Response Framework is a component of the larger National Strategy for Homeland Security. This overall National Strategy includes the following goals:

- Prevent and disrupt terrorist attacks.
- Protect the American people, critical infrastructure, and key resources.
- **Respond to and recover from incidents that do occur.**
- Continue to strengthen the foundation to ensure long-term success.
The Framework focuses on response and short-term recovery instead of all of the phases of incident management.

In the context of the overall National Strategy, the NRF primarily focuses on the third goal of “responding to and recovering from incidents.”
The premises of the NRF include:

- **The Framework provides structures for implementing nationwide response policy and operational coordination for all types of domestic incidents.** It can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to an incident. Selective implementation allows for a scaled response, delivery of the resources needed, and an appropriate level of coordination.

  **The Framework is always in effect, and elements can be implemented as needed on a flexible, scalable basis that can help improve response.**

- The Framework retains the same core principles of the National Incident Management System (NIMS) in which first responders from different jurisdictions and disciplines can work together better to respond to natural disasters and emergencies, including acts of terrorism. **Once response activities have begun, on-scene actions are based on NIMS principles.**

- Federal assistance can be provided to State, tribal, and local jurisdictions, and to other Federal departments and agencies, in a number of different ways through various mechanisms and authorities. **Often, Federal assistance does not require coordination by DHS and can be provided without a Presidential major disaster or emergency declaration.**
Visual Description: Fill in the blank: The NRF presents the guiding principles that (blank).

Key Points

Complete the following sentence:

The National Response Framework presents the guiding principals that ________________________________.
Visual 2.13

Knowledge Review (2 of 4)

Instructions: Decide if the statement is TRUE or FALSE.

The Secretary of Homeland Security must make a declaration in order to trigger the use of the Framework mechanisms.

Visual Description: True or False: The Secretary of Homeland Security must make a declaration in order to trigger the use of the Framework mechanisms.

Key Points

Decide if the following statement is TRUE or FALSE:

The Secretary of Homeland Security must make a declaration in order to trigger the use of the Framework mechanisms.
Visual Description: To what types of incidents does the NRF apply?

Key Points

Answer the following question:

To what types of incidents does the NRF apply?
Visual Description: What is the relationship between the National Strategy for Homeland Security and the National Response Framework?

Key Points

Answer the following question:

What is the relationship between the National Strategy for Homeland Security and the National Response Framework?
Response doctrine defines basic roles, responsibilities, and operational concepts for response across all levels of government and with the private sector and nongovernmental organizations.

It is important to remember that the overarching objective of response activities is life safety, followed by protecting property and the environment.

The next visual reviews the five key principles of operations that support the Nation’s response mission.
Topic: Response Doctrine

Visual Description: Principles of NRF Response Doctrine

Key Points

The Framework establishes the following key principles of response doctrine:

- **Engaged partnership:** Leaders at all levels must communicate and actively support engaged partnerships to develop shared goals and align capabilities so that none allows the other to be overwhelmed in times of crisis.

- **Tiered response:** Incidents must be managed at the lowest possible jurisdictional level and supported by additional response capabilities when needed.

- **Scalable, flexible, and adaptable operational capabilities:** As incidents change in size, scope, and complexity, the response must adapt to meet requirements.

- **Unity of effort through unified command:** Response is a team effort. Effective unified command is indispensable to all response activities and requires clear understanding of the roles and responsibilities of each participating organization.

- **Readiness to act:** Effective incident response requires readiness to act balanced with an understanding of risk. From individuals, families, and communities to local, State, and Federal agencies, national response depends on the instinct and ability to act.
Engaged partnership means that leaders at all levels develop shared response goals and align capabilities so that no one is overwhelmed in times of crisis.

Effective response activities begin with a host of preparedness activities conducted well in advance of an incident. Preparedness involves a combination of planning, resources, training, exercising, and organizing to build, sustain, and improve operational capabilities.
Think about a recent incident. What actions demonstrated “engaged partnerships?”

Visual Description: Think about a recent incident. What actions demonstrated “engaged partnerships?”

Key Points

Think about a recent incident and answer the following question:

What actions demonstrated “engaged partnerships”? 
Topic  Key Principle

Visual 2.20

**Visual Description:** Tiered Response

**Key Points**

Incidents begin and end locally, and most are managed at the local level. A basic premise of the Framework is that incidents are generally handled at the lowest jurisdictional level possible.

Many incidents require unified response from local agencies, the private sector, and nongovernmental organizations. Other incidents may require additional support from neighboring jurisdictions or the State.

A small number require Federal support. National response protocols recognize this and are structured to provide additional, tiered levels of support.
Why is it important to manage incidents at the lowest jurisdictional level possible?

Visual Description: Why is it important to manage incidents at the lowest jurisdictional level possible?

Key Points

Why is it important to manage incidents at the lowest jurisdictional level possible?
Visual Description: Scalable, Flexible, Adaptable

Key Points

The number, type, and sources of resources must be able to expand rapidly to meet needs associated with a given incident.

The Framework builds on the National Incident Management System (NIMS). Together, the Framework and NIMS help to ensure that all response partners use standard command and management structures that allow for scalable, flexible, and adaptable operational capabilities.
Visual Description: How do Incident Command System principles support scalability?

Key Points

How do Incident Command System principles support scalability?
Visual 2.24

Visual Description: Unity of effort through Unified Command

Key Points

Unified command is an Incident Command System (ICS) application used when more than one agency has jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the unified command to establish a common set of objectives and strategies and a single Incident Action Plan.

Success requires unity of effort, which respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives.

As a team effort, unified command allows all agencies with jurisdictional authority and/or functional responsibility for the incident to provide joint support through mutually developed incident objectives and strategies. Each participating agency maintains its own authority, responsibility, and accountability.
Topic: Unified Command

Visual 2.25

Advantages of Unified Command

- Improves information flow.
- Fosters a mutual understanding of priorities and restrictions.
- Ensures that agency authority is not compromised.
- Allows for awareness of others’ tactics.
- Optimizes response through combined efforts.
- Avoids duplication of efforts and resources reduced or eliminated.

Visual Description: Advantages of Unified Command

Key Points

Unified command:

- Improves information flow.
- Fosters a mutual understanding of priorities and restrictions.
- Ensures that agency authority is not compromised.
- Allows for awareness of others’ tactics.
- Optimizes response through combined efforts.
- Avoids duplication of efforts and allows for unneeded resources to be reduced or eliminated.
Key Principle: Readiness to Act

Readiness is a collective responsibility. Effective national response depends on our readiness to act.

Visual Description: Readiness to Act

Key Points

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

Once response activities have begun, on-scene actions are based on NIMS principles. An effective national response relies on disciplined processes, procedures, and systems.

A key concept is “readiness to act.” Explain that readiness is a collective responsibility, and effective national response depends on our readiness to act.
Visual Description: What does “readiness to act” mean to you? What actions does your jurisdiction take to be prepared?

Key Points

What does “readiness to act” mean to you?

What actions does your jurisdiction take to be prepared?
### Activity: NRF Best Practices

**Instructions:**
1. In your Student Manual, review the chart of key principles and best practices.
2. In the space provided, make note of other best practices implemented by your own agency or jurisdiction or others that you've observed.
3. Be prepared to share your answers with the class in 10 minutes.

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**Visual Description:** Activity: NRF Best Practices

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**Key Points**

- **Instructions:**
  1. In your Student Manual, review the chart of key principles and best practices.
  2. In the space provided, make note of other best practices implemented by your own agency or jurisdiction or others that you've observed.
  3. Be prepared to share your answers with the class in 10 minutes.
## Engaged Partnership

1. For many people, pets are part of the family. Every day, companion animals provide vital services. In the case of farming, animals play a valuable role in the agricultural economy of the community. Studies show that up to 60 percent of pet owners may not evacuate unless they can take their pets along. In many jurisdictions, such as the city of Lansing, Michigan, Animals in Disaster Planning Taskforces are working to train local workers and volunteers to set up and operate emergency pet shelters in a disaster. The Taskforce is also developing plans to assist pet owners who were not able to evacuate their pets before the disaster. The Animals in Disaster Planning Taskforce in Lansing is a true partnership and includes the local and county emergency management agencies, Capital Area Humane Society, Ingham County Animal Control, Michigan State University Veterinary Clinic, and Mid-Michigan Red Cross.

2. In the aftermath of the 2007 firestorms in Southern California, the Business Executives for National Security (BENS) served as a crucial bridge between the public and private sectors. Private-sector liaisons from BENS’s Bay Area Business Force and Los Angeles Business Force/Homeland Security Advisory Council worked side-by-side with Federal, State, and local officials inside emergency operations centers to quickly match local needs with business assets. In that role, Business Force staff helped route millions of dollars worth of food and supplies to affected areas. Just as importantly, they helped prevent major duplications in requests for and delivery of emergency donations and volunteers.
<table>
<thead>
<tr>
<th>Principles</th>
<th>Examples</th>
<th>Your Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scalable, Flexible, and Adaptable Operational Capabilities</td>
<td>Based on lessons learned from the 9/11 attacks, the New York City Fire Department (FDNY) established and trained Incident Management Teams (IMTs). The IMTs are designed to provide operational capabilities to ensure that the department has adequate around-the-clock coverage during prolonged incidents. Each team member is trained and credentialed to assume specific Incident Command System (ICS) functions. When Hurricane Katrina made landfall in August 2005, FDNY had enough trained personnel to deploy a full IMT to assist in the response.</td>
<td></td>
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</tbody>
</table>

<p>| Unity of Effort through Unified Command | 1. In Boston, planned events can attract crowds of 1 million or more participants and spectators, providing an optimal environment to test and improve disaster plans. Medical planners, led by Boston Emergency Medical Services, began treating special events as “planned disasters” during preparations for events such as the Boston Marathon. Agencies and organizations involved adopted the Incident Command System, conducted planning and operations using unified command, and integrated aspects of the region’s disaster plans into the event’s operations plan. |  |
| | 2. In the aftermath of the devastating winds and flooding from Hurricane Katrina, more than 8.1 million gallons of oil escaped from numerous damaged oil infrastructure sources. Each responding company had its own incident management teams and incident command posts. An area unified command was established to set the priorities for the incident and ensure that competing demands were resolved for the benefit of the entire response effort. The unified command organizations included industry, State, and Federal representatives. This system enabled government and industry to execute an effective response and avoid catastrophic pollution levels. |  |</p>
<table>
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<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tiered Response</td>
<td>Mutual aid is provided through the Mutual Aid Box Alarm System (MABAS). More than 11,000 of the State of Illinois’s 12,000 fire agencies belong to MABAS. There are also MABAS-affiliated agencies in Wisconsin, Indiana, and Missouri. Throughout the Great Lakes region, the groundwork is being laid to establish a compatible mutual aid system modeled after MABAS. Since the late 1960s, MABAS has provided needed resources to non-declared incidents such as extra-alarm fires, multiple-victim accidents, technical rescues, and hazmat accidents. MABAS may be activated for larger incidents under the Illinois Emergency Management Agency’s statewide mutual aid plan. The statewide plan allows for resource deployment to a stricken area while leaving at least 80 percent of local resources in place to respond to ongoing, routine local emergencies.</td>
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### Readiness to Act

<table>
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<tr>
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<th>Examples</th>
<th>Your Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Through a public-private partnership, the Linn County, Iowa, Emergency Management Agency and the local nuclear power plant have developed a plan for evacuating individuals with special needs (including the elderly, those with mobility limitations, those on medical assistance devices, etc.) during emergencies or disasters. The voluntary program compiles information on individuals who feel they may need special assistance and enters this information into a database, where it is crosswalked with the county’s Geographic Information System (GIS). This allows emergency personnel to quickly determine the location and specific needs of individuals during a disaster.</td>
<td></td>
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</tbody>
</table>

2. In Washington State, the King County Office of Emergency Management, in collaboration with other regional emergency management agencies, a local radio station, the Seattle Mariners baseball team, nongovernmental organizations, and the private sector, promoted community preparedness through the 3 Days, 3 Ways, Are You Ready? campaign. The program combined the use of print advertisements, outreach activities, and giveaways. |
Visual Description: NRF Organization

Key Points

The National Response Framework is comprised of the core document, the Emergency Support Function (ESF), Support, and Incident Annexes, and the Partner Guides.

The core document describes the doctrine that guides our national response, roles and responsibilities, response actions, response organizations, and planning requirements to achieve an effective national response to any incident that occurs.

The following documents provide more detailed information to assist practitioners in implementing the Framework:

**Emergency Support Function Annexes** group Federal resources and capabilities into functional areas that are most frequently needed in a national response (e.g., Transportation, Firefighting, Search and Rescue).

**Support Annexes** describe essential supporting aspects that are common to all incidents (e.g., Financial Management, Volunteer and Donations Management, Private-Sector Coordination).

**Incident Annexes** address the unique aspects of how we respond to seven broad incident categories (e.g., Biological, Nuclear/Radiological, Cyber, Mass Evacuation).

**Partner Guides** provide ready references describing key roles and actions for local, tribal, State, Federal, and private-sector response partners.

These documents are available at the [NRF Resource Center](https://www.fema.gov/emergency/NRF).
Visual Description: Implementing the Response Doctrine

Key Points

The response doctrine is not just a philosophy, but rather actions we all can take to be better prepared. To support the doctrine, the National Response Framework is a compendium of resources, not just a single document.
Visual 2.31

Activity: NRF Response Doctrine (1 of 2)

Instructions:

1. Working as a team, read the scenario presented on the next visual.
2. Determine whether each bulleted point is consistent with NRF doctrine. Explain why or why not. Write your answers on chart paper.
3. Select a spokesperson. Be prepared to present in 5 minutes.

Scenario: A severe ice storm hits the Midwest, causing massive damage and several casualties.

- Before the storm hits, FEMA sends a liaison to the State Emergency Operations Center to provide support and ensure that any request for assistance will be expedited.
- Each response organization establishes its own separate command structure based on their authorities.
- A private-sector association deploys its forward-leaning task force to collect donated items without waiting for a formal request.
**Visual Description:** Activity: NRF Response Doctrine (2 of 2)

**Key Points**

Feel free to take notes during the presentations:

- **Before the storm hits**, FEMA sends a liaison to the State Emergency Operations Center to provide support and ensure that any request for assistance will be expedited.

- Each response organization establishes its own separate command structure based on their authorities.

- A private-sector association deploys its forward-leaning task force to collect donated items without waiting for a formal request.


**Visual Description:** Summary

**Key Points**

Are you now able to describe:

- The purpose of the NRF?
- The response doctrine established by the NRF?

The next unit presents the response roles and responsibilities.