

- The National Response Framework (*NRF*) is a guide for how our Nation conducts all-hazard incident response.
- It incorporates lessons learned from real world operations for natural disasters and other threats, such as the 2005 Hurricane Season, special events, and the London bombings, as well as from national, State and local exercises.

# **Topics**

- NRF purpose, key concepts
- Focused on response
- How the *Framework* is organized
- What has changed
- Applying the NRF
- Leadership and the NRF (Federal, State, Local, Private Sector, Nongovernmental Organizations)
- Building new capability
- Roll out plan



# National Response Framework

- Purpose
  - Guides how the nation conducts all-hazards incident response
- Key Concepts
  - Builds on the National Incident Management System (NIMS) with its flexible, scalable, and adaptable coordinating structures
  - Aligns key roles and responsibilities across jurisdictions
  - Links all levels of government, private sector, and nongovernmental organizations in a unified approach to emergency management
  - Always in effect: can be partially or fully implemented
  - Coordinates Federal assistance without need for formal trigger



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- NRF <u>guides</u> how the Nation conducts a national <u>response</u> not just a Federal response to all hazard incidents.
- Document is focused primarily on response; not on prevention, protection or long term recovery. (More to follow)
- Important to understand as we focus on the first word the NRF as a guide to response.
- NRF guides by integrating the first three key concepts:
  - NIMS is an organizational system of positions, interactions, language and processes that already exists, and
    is well understood by the emergency management community at the local, state and Federal levels. It
    describes how first responders from different jurisdictions and disciplines can work together. It is flexible,
    scalable and adaptable to the size and nature of the incident to organize at the right level local, then state,
    then Federal. It is a foundational building block of the NRF.
  - Better than any predecessor document, the NRF defines and aligns the roles of individual citizens; the private sector; non-governmental organizations; local elected or appointed officials; (the Mayor or city manager with his or her local emergency manager and Department and Agency heads); the Governor with his or her State Homeland Security Manager, State Emergency Manager and Department and Agency heads; with the Federal Government starting with the President and describing the roles of the HSC, NSC, the Secretary of Homeland Security, the Attorney General, the Secretary of Defense, the Secretary of State, the Director of National Intelligence and all other Departments and Agencies. And it describes these roles in a response framework that is always in effect able to be partially or fully implemented as the incident requires and without need for a formal trigger or permission to become involved.
  - The NRF is not about bureaucracy or rigidity, it is about leaning forward in organized partnership with defined roles and responsibilities to contribute to an effective national response to incidents of all types.

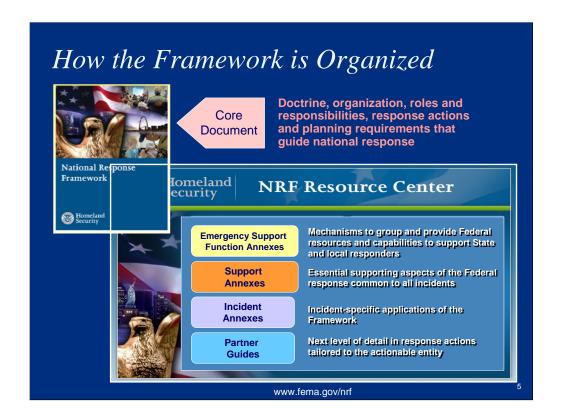
# Focused on Response Achieving a Goal Within a Broader Strategy

- Response
  - Immediate actions to save lives, protect property and the environment, and meet basic human needs
  - Execution of emergency plans and actions to support short-term recovery
- National Strategy for Homeland Security guides, organizes and unifies our National homeland security efforts
  - Prevent and disrupt terrorist attacks;
  - Protect the American people, our critical infrastructure, and key resources;
  - Respond to and recover from incidents that do occur; and
  - Continue to strengthen the foundation to ensure our long term success.



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- While the NRF's predecessor was called the National <u>Response</u> Plan, it was actually broadly focused and did not sufficiently address critical incident response issues.
- The NRF solves this problem by focusing exclusively on response and short-term recovery and dealing directly
  with roles, responsibilities, and actions required to achieve effective national response.
- The NRF is a key component of the National Strategy for Homeland Security that was issued in October 2007.
  - Reflects our increased understanding of the threats confronting the US, incorporates lessons learned from exercises and real world catastrophes, and articulates how we should ensure our long-term success by strengthening the homeland security foundation. It reiterates four common goals:
    - Prevent and disrupt terrorist attacks
    - 2. Protect the American people and our critical infrastructure and key resources
    - 3. Respond to and recover from incidents that do occur
    - 4. Continue to strengthen the foundation to ensure our long-term success.
  - The NRF, along with NIMS, provide the roadmaps for implementing goal #3.



The NRF is composed of two integrated parts: a printed component and an on-line component.

<u>The printed core document:</u> The core document is the heart of the *Framework*. It describes response doctrine and guidance; roles and responsibilities; primary preparedness and response actions; and core organizational structures and processes. The core document will be reviewed every four years.

<u>The on-line component</u>: The NRF Resource Center (www.fema.gov/nrf), contains supplemental materials including annexes, partner guides, and other supporting documents and learning resources. This information is more dynamic and will change and adapt more frequently as we learn lessons from real world events, incorporate new technologies, and adapt to changes within our organizations.

- Emergency Support Functions (ESFs): The 15 ESFs provide a mechanism to bundle Federal resources/capabilities to support Federal, State, tribal, and local responders. Examples of functions include transportation, communications and energy. Each ESF has a coordinator, primary and support agencies that work together to coordinate and deliver the full breadth of Federal capabilities.
- Support Annexes: The 8 Support Annexes describe supporting aspects of Federal response common to all
  incidents: among them are Financial Management, Public Affairs, Volunteer and Donations Management;
  Private Sector Coordination and Worker Safety and Health. Each Support Annex has a Coordinating
  Agency and Cooperating Agencies.
- Incident Annexes: The 7 Incident Annexes describe how the *Framework* will be applied in specific types of incidents: among them, Biological, Cyber, Food and Agriculture, Mass Evacuations, Nuclear/Radiological and Terrorism. Each Incident Annex has a Coordinating Agency and Cooperating Agencies. Note that the Incident Annexes are currently being updated and, in the meantime, the existing Incident Annexes to the NRP remain in effect.
- Partner Guides: The Partner Guides provide more specific "how to" handbooks tailored specifically to four areas: local governments; State and tribal governments; the Federal government; and the private sector and nongovernmental organizations.

# What Has Changed

- A Framework ... not a Plan
- Written for two audiences
  - Senior elected and appointed officials
  - Emergency Management practitioners
- Emphasizes roles of the local governments, States, NGOs, individuals and the private sector
- Establishes Response Doctrine
  - Engaged partnership
  - Tiered response
  - Scalable, flexible, and adaptable operational capabilities
  - Unity of effort through unified command
  - Readiness to act
- Establishes planning as a critical element of effective response



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- 'By its name, format, substance and style, the NRF is an almost radical advancement to its predecessor National Response Plan.
- In part, one of the significant changes was that it was written with you in mind a senior government executive, one who has a responsibility to provide for an effective response as well as for the emergency management practitioner.
- As indicated in its purpose, it guides how the Nation conducts an all-hazard response. Other documents describe
  how we prevent and how we protect, and a future document will describe how we effect long term recovery. The
  focus is narrowed to response; includes short term recovery.
- And, for the first time, the Framework describes five elements of Response Doctrine:
  - 1. <u>Engaged Partnerships</u>: Avoid dominoes of sequential failure. Layered, mutually supporting capabilities; plan together; understand strengths / weaknesses, know where gaps are. Develop shared goals; align capabilities so none allows other to be overwhelmed. **Oklahoma ice storms: generators**
  - 2. <u>Tiered Response</u>: Incidents must be managed at the lowest possible jurisdictional level and supported by additional response capabilities when needed. **California Wildfires**
  - 3. <u>Scalable, Flexible and Adaptable Operational Capabilities</u>: As incidents change in size, scope and complexity, the number, type and source of responses must be able to expand to meet requirements.
  - 4. <u>Unity of Effort through Unified Command</u>: Effective unified command indispensable to all response activities; requires clear understanding of roles and responsibilities; shared objectives. Each agency maintains its own authority, responsibility and accountability.
  - 5. <u>Readiness to Act</u>: Readiness to act balanced with an understanding of risk. Requires clear, focused communications. Disciplined processes, procedures, systems. From individuals, families, communities to local, State and Federal agencies, national response depends on instinct and ability to act.
- Planning a critical element of effective response.
  - We are developing a National Planning System to accompany national exercise system. It will provide common planning focus, format; help build capabilities

### Applying the Framework

- Most incidents wholly managed locally
  - Some require additional support
  - Small number require Federal support
  - Catastrophic requires significant Federal support
  - State Governor must request Federal support
- Minor event might be initial phase of larger, rapidly growing threat
  - Accelerate assessment and response
  - Federal Department/Agency acting on own authority may be initial Federal responder
  - Integrated, systematic Federal response intended to occur seamlessly



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- Key concept is that the NRF is always in effect and operational elements can be partially or fully implemented.
- Similar thinking plays out every day in jurisdictions across America where cities, counties and States are employing concepts from the National Incident Management Systems and the National Response Plan.
- In most cases, these incidents are managed locally with existing resources. Where a gap in local capability develops, cities and counties have mutual aid agreements with nearby cities and counties to provide additional fire trucks and crews, ambulances and crews, law enforcement and other forms of assistance.
- States have a tremendous level of capability with the National Guard and other resources. When a State
  anticipates a gap, they too have alternatives to coordinate through Emergency Management Assistance
  Compacts (EMAC) before they request Federal assistance. For example, the State of Florida has a standing
  EMAC agreement with the State of North Carolina to employ North Carolina National Guard C-130s to evacuate
  residents from the Florida Keys when threatened by a hurricane.
- Only a small number of incidents require Federal support. And, even fewer would be considered catastrophic, where the typical pull of Federal resources from a state would be reversed to initiate a push of resources toward the State.
- Yet even in this instance, the Governor must request Federal support. We have developed new policies to encourage Governor's to make early decisions when they can. This past hurricane season, Texas Governor Perry was the first to request a Pre-Landfall Declaration, that once approved by the President, opened the door to positioning Federal support in HHS medical teams, DoD aircraft; activating a Fed ambulance contract all in advance of landfall.
- 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 melamine animal food incident or airline passenger with Tuberculosis are examples where a small event, perhaps involving only one department or agency has the potential to grow into a larger, more complex incident.
- The Framework provides the coordinating mechanism for sharing information, ensuring rapid assessment and seamlessly integrating Federal support.

### Federal Leadership and the Framework

- <u>Secretary of Homeland Security</u>: Principal Federal official for domestic incident management
- FEMA Administrator: Principal advisor to the President, Secretary of Homeland Security, and Homeland Security Council regarding emergency management.
- <u>Principal Federal Official (PFO)</u>: Secretary's primary representative to ensure consistency of Federal support as well as the overall effectiveness of Federal incident management.
  - For catastrophic or unusually complex incidents requiring extraordinary coordination
  - Interfaces with Federal, State, tribal, and local officials regarding Federal incident management strategy; primary Federal spokesperson for coordinated public communications
- <u>Federal Coordinating Officer (FCO)</u>: For Stafford Act events, the primary Federal representative to interface with the SCO and other State, tribal, and local response officials to determine most urgent needs and set objectives.
- Federal Departments and Agencies: play primary, coordinating, and support roles based on their authorities and resources and the nature of the threat or incident

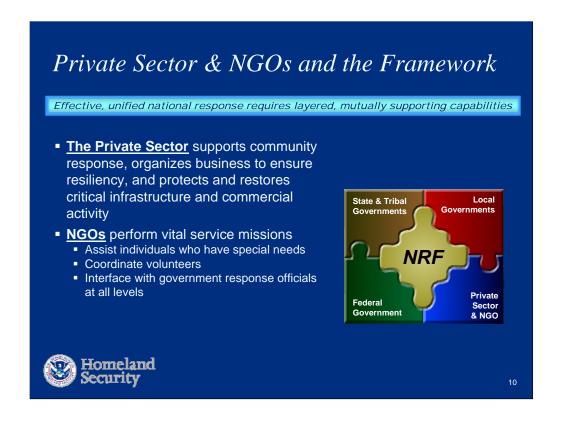
Note: Consistent with the Post-Katrina Emergency Management Reform Act

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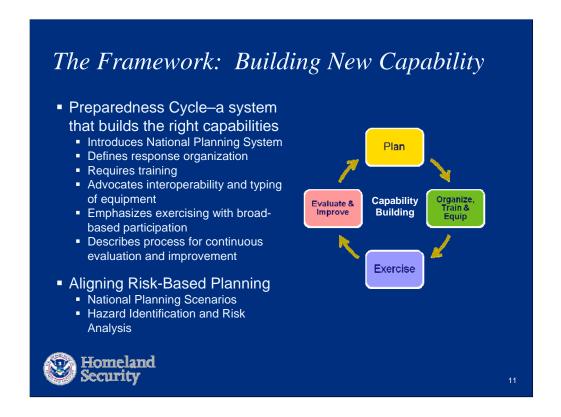
- The NRF implements the Post-Katrina Emergency Management Reform Act provisions with regard to key Federal incident response leadership positions.
- It outlines roles, responsibilities, and interfaces among:
  - The Secretary of Homeland Security
  - The FEMA Administrator
  - The Principal Federal Official
  - · The Federal Coordinating Officer
- The NRF also outlines roles of and relationships with and among other key Federal and State leaders.



- A key concept of the NRF is that effective, unified national response requires layered, mutually supporting capabilities.
- The Framework recognizes and builds on the key roles that State and tribal governments plays.
- Communities and local jurisdictions are not only the first line of defense when incidents occur, they are also responsible for preparedness and planning efforts.
- Successful response begins with effective preparedness by individuals, households, communities, States, and the Federal government.
- The Framework emphasizes the role that individuals and households can play in preparing themselves and in supporting community preparedness through initiatives such as Citizens Corps.



- The Framework systematically incorporates public-sector agencies at all levels with:
  - Private-sector organizations (business and industry), and
  - Nongovernmental organizations that play such key roles in response



- Publishing and implementing the National Response Framework is a key step in the process of improving national incident response.
- The steps that will follow are equally key to fulfilling the promise of the NRF.
- The cycle consists of:
  - · Synchronizing local, state, tribal, private sector, and NGO plans with the NRF
  - · Organizing, training, and equipping in compliance with pertinent plans
  - Exercises all key elements and involving all partners
  - · Evaluating what is learned from exercises and actual events
  - Then starting the cycle again as we enhance our plans based on lessons learned
- From a national standpoint, we are committed to institute a National Planning System as mentioned earlier that transforms the legacy Incident Annexes based on a set of National Planning Scenarios and standardized planning protocols and institutionalizing the HIRA approach.

# NRF: Equipping Leaders, Practitioners, and Individuals

Improve coordination among Federal, State, local, and tribal organizations to help save lives and protect America's communities by increasing the speed, effectiveness, and efficiency of response.





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#### **Notes**

Vastly improved coordination among Federal, State, tribal, local, private sector, and nongovernmental organizations to help save lives and protect America's communities by increasing the speed, effectiveness, and efficiency of incident management.

### Roll Out Plan

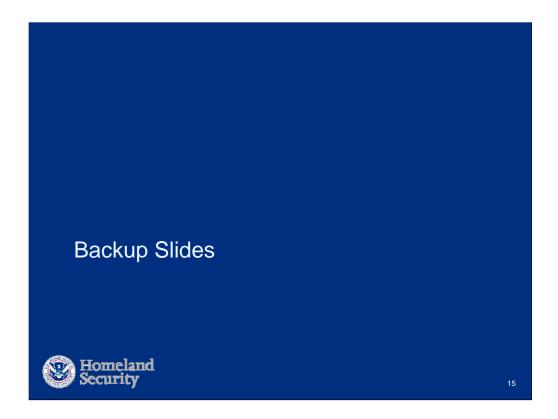
- Objectives
  - Public release to wide audience with support of key partners
  - Inform stakeholders on key improvements
  - Ensure all partners understand doctrine, structures, and roles and responsibilities
  - Promote coordination of planning efforts
- Training Education and Exercises
  - Awareness training
    - Introduces the Framework; ensures common understanding
  - Position specific training
    - Builds proficiency to perform specific roles, per NIMS
  - National and regional exercises
    - To rehearse and measure readiness to conduct effective national response
  - Includes emergency management community
    - Inclusive process to ensure widest understanding and preparedness



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- We learned from the release of the National Response Plan that it is the imperative to conduct and energetic and effective roll out.
- Focus is on implementing an integrated and collaborative roll out working to ensure all of our partners are informed
- We have the active support of the State and local emergency management community and network of local first responders.
- Through the Chamber of Commerce, and key business associations, we are engaging the private sector. And, we will focus on educating and training individual citizens.
- We will implement two-stage roll out plan;
- · Immediate outreach, publication and release of the core document, ESF and Support annexes; and
- Ongoing, task of training, educating and exercising the NRF among government executives, private sector and NGO leaders as well as emergency management practitioners.
- Through the use of technology, inclusion of partners and sharp focus on objectives, we intent to implement a well organized, energetic and effective roll out of the NRF.





# Development and Review Process Since the Review Began in October 2006...

- More than 400 stakeholders from Federal, State, tribal, local, private sector, academia, and nongovernmental organizations participated in a year-long process to develop the NRF
- Draft NRF was released for public review in September 2007;
   DHS/FEMA leadership encouraged all stakeholders to comment on the draft NRF core and supporting documents
- DHS/FEMA received and adjudicated more than 5,700 comments and revised the NRF accordingly
- NRF was approved by the President on January 8, 2008



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#### **Notes**

Per the National Response Plan, Secretary of Homeland Security is responsible for conducting an interagency review of the document.

The review process commenced in October 2006 and was led by DHS/FEMA, the Executive Agent for the NRP (now the NRF)

17 key issues were identified as part of the review process

Participation from all levels of stakeholders (Federal, State, tribal, local, private sector, and NGOs)

- <u>Stakeholder meetings</u>: Meetings conducted with stakeholders in October and November 2006 to identify key revision issues and discuss scope of review.
- <u>Interagency Steering Committee:</u> Consisted of Federal, State and local members and provided recommendations and direction.
- <u>12 Work Groups</u>: 12 work groups were established to review the 17 key issues and their sub- issues, and to provide recommendations.
- <u>Domestic Readiness Group (DRG)</u>: The DRG, comprised of Federal departments and agencies, provided constant policy oversight.
- <u>National Comment Period</u>: Produced many important improvements in the NRF. On the next slide, we will outline the specific changes that resulted from these comments.

# Development and Review Process Changes Resulting from National Comment Period (Sep-Oct 2007)

- · Improved the document's look and feel
  - Simplified language, streamlined format, enhanced readability
- Revised planning chapter
  - Integrates Federal and State/tribal/local planning systems
  - · Institutionalizes the Hazard Identification and Risk Analysis approach
  - Consolidates National Planning Scenarios
- Ensured consistency with Post-Katrina Emergency Management Reform Act (next slide)



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#### **Notes**

FEMA heard stakeholders' comments and made many changes to improve the NRF.

Major changes centered around:

- Enhancing the document's usefulness by improving its readability and clarity
- Revising the planning chapter to integrate Federal planning system with planning efforts of State, tribal, and local governments; instituting the Hazard Identification and Risk Analysis (HIRA) approach, and consolidating the National Planning Scenarios into the process
- Ensuring that the document is consistent with the letter and spirit of the Post-Katrina Emergency Management Reform Act (see next slide)

# How Has the NRF Evolved? *Terms and Structures*

- Incident Advisory Council: eliminated
- Incident of National Significance: eliminated
- <u>Unified Coordination Group and Staff</u>: replace the terms, "JFO Coordination Group" and "JFO Coordination Staff"
- <u>Senior Officials</u>: replaces the term, "Senior Federal Officials," in the Unified Coordination Group
- Incident Management Assistance Teams (IMAT): replaces
   Emergency Response Teams (ERT) and the Federal Incident
   Response Support Teams (FIRST)



# How Has the NRF Evolved? *ESF Annexes*

- ESF #6 Mass Care, Emergency Assistance, Housing and Human Services: Expanded to include emergency assistance; FEMA replaces the American Red Cross as the primary agency
- ESF #7 Logistics Management and Resource Support: Expanded to incorporate the Logistics Management Support Annex which was eliminated
- ESF #9 Search and Rescue: Expanded from urban search and rescue to include waterborne, inland/wilderness, and aeronautical search and rescue
- ESF #10 Oil and Hazardous Materials Response: Expanded to incorporate Oil and Hazardous Materials Incident Annex which was eliminated
- ESF #11 Agriculture and Natural Resources: Added responsibility for "Safety and Well-Being of Household Pets"
- ESF #13 Public Safety and Security: Expanded to include general law enforcement



# How Has the NRF Evolved? Support and Incident Annexes

- <u>Critical Infrastructure/Key Resources (CI/KR) Support Annex</u>: Added; new annex
- <u>Logistics Management Support Annex</u>: *Eliminated; information incorporated into ESF #7 Resource Support Annex*
- Science and Technology Support Annex: Eliminated
- Volunteer & Donations Management Support Annex: Expanded to include collection and tracking of offers of goods and services and international donations
- Mass Evacuation Incident Annex: Added; new annex
- Oil and Hazardous Materials Incident Annex: Eliminated; information incorporated into the ESF #10 Oil and Hazardous Materials Response Annex



# **Emergency Support Functions / Annexes**

- ESF #1 Transportation
- ESF #2 Communications
- ESF #3 Public Works and Engineering
- ESF #4 Firefighting
- ESF #5 Emergency Management
- ESF #6 Mass Care, Emergency Assistance, Housing and Human Services
- ESF #7 Logistics Management and Resource 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



## Support Annexes

- Critical Infrastructure and Key Resources\*
- Financial Management
- International Coordination
- Private Sector Coordination
- Public Affairs
- Tribal Relations
- Volunteer and Donations Management
- Worker Safety and Health

## Incident Annexes

- Biological Incident
- Catastrophic Incident
- Cyber Incident
- Food and Agriculture Incident
- Mass Evacuation Incident\*
- Nuclear/Radiological Incident
- Terrorism Incident Law Enforcement and Investigation

\*New annexes.



### Stakeholder Responsibilities Individuals and Households: Though not formally part of emergency operations, individuals and households play an important role in the overall emergency management strategy. They can contribute by reducing hazards in and around their homes, preparing emergency supply kits and household emergency plans, and monitoring emergency communications carefully **Local Government:** Responsibility for responding to incidents begins at the local level with individuals and public officials in the county, city, or town affected by the incident. Local officials are responsible for ensuring public safety and welfare of people of that jurisdiction. The local emergency manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. 23

#### Note

Effective response to an incident is a shared responsibility of governments at all levels, the private sector, NGO, and individual citizens.

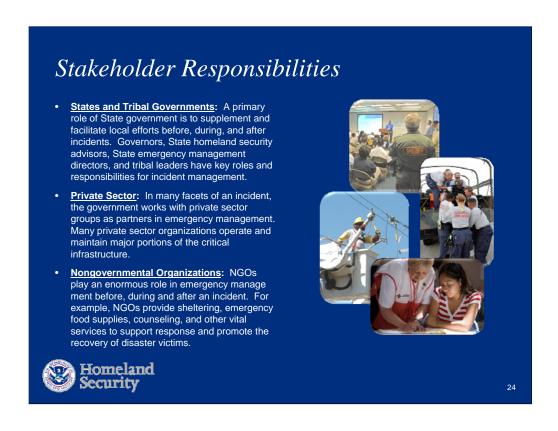
Communities, tribes, States, the Federal Government, NGOs, and the private sector should each understand their respective roles and responsibilities, and complement each other in achieving shared goals.

It is important that each level of government adapt and apply the general roles outlined in the Framework.

Stakeholders can support and implement the NRF through the following actions:

- Define key leadership and staff functions
- Adopt capabilities-based planning as the method to build response capabilities
- Conduct collaborative planning
- Participate in training and exercises

Due to statutory limitations, the *NRF* cannot mandate non-Federal entities to comply with the *NRF* and its principles, but full cooperation is encouraged by these partners.



DHS and all other Ds/As can achieve the objectives of HSPD-5 by focusing in three key areas:

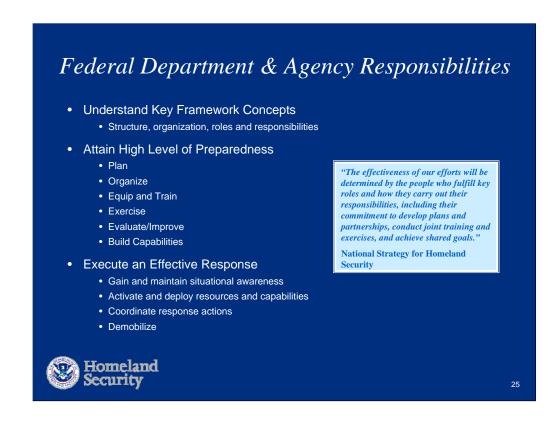
<u>First</u>, by <u>understanding key concepts</u> we've discussed, but obviously in more detail. The core document is written such that Secretaries, Deputies and Assistant Secretaries can be familiar and take a leading role to ensure alignment and integration between and among departments and agencies.

<u>Second</u>, by focusing persistently on attaining a high level of preparedness:

- •<u>Plan collaboratively</u> We do not currently plan as well as we should. You can support new National Planning System that will require reallocation of resources this FY to develop plans against the national planning scenarios, strategic guidance, strategic plan; contingency plan and operations plans
- •Organize to execute an effective response consistent w/NRF structures; train on its concepts in Washington and in the field
- •Ensure **sufficient equipment is in place** to meet response requirements, where possible bundling into standardized caches, ensuring that it is serviceable and ready for deployment.
- •Participate in Nat'l Exercise System, including documenting and applying lessons learned
- •These five steps are needed to define / build right capabilities appropriate to threats we expect to confront.

Third, taking every practical step to execute an effective response

- •<u>Situational Awareness</u> will challenge Ds/As to improve and integrate national reporting; to connect operations centers and tap into subject matter experts.
- •Taking steps to attain greater coord in **activating and deploying capabilities**; pre-scripted mission assignments, working group to improve mission assign process; staffing Joint Field Office;
- Coordinating Response actions through FEMA NRCC; Region working w/State, National & international
- •Demobilize in orderly manner coordinating with FEMA and State (CA Wildfires)



The *NRF* applies to all Federal departments and agencies that may be requested to provide assistance or conduct operations during incidents requiring a coordinated Federal response.

Federal departments and agencies should:

- Ensure that their incident responders as well as their leaders are familiar with the document.
- Provide cooperation, resources and support to implement the NRF as appropriate, consistent with their own authorities;
- Designate representatives to staff the NRF coordinating mechanisms such as the Joint Field Office or National Response Coordination Center;
- Carry out responsibilities assigned in the ESFs, Support and Incident Annexes;
- Coordinate operations at the Headquarters and Field level through structures outlined in the NRF;
- · Conduct collaborative planning;
- Share Information in real time between their operation centers and the DHS National Operation Center; and
- Exercise and Train together through the National Exercise System.

### NRF Roll Out Plan

#### Training Education and Exercises

- <u>Awareness Training</u>: IS-800, An Introduction to the NRF, will be released on February 5, 2008. Other general orientation courses for ESFs and Support and Incident Annexes will be available soon thereafter
- <u>Position Specific Training</u>: Training for all personnel assigned to NRF/NIMS structures (National Response Coordination Center, Regional Response Coordination Center, Joint Field Office, etc.) will ensure those staff are able to perform tasks assigned to them
- <u>Exercises</u>: National and regional tabletop and functional exercises, as well as exercise-based training, will be organized to promote understanding of NRF concepts, roles and responsibilities, organizational elements and communications. Exercises will assess the effectiveness of interagency coordination, the ability to develop a common operating picture, and resource management decisions

