

IMPLEMENTATION PLAN
for
PRESIDENTIAL POLICY DIRECTIVE 8:
NATIONAL PREPAREDNESS

May 2011

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Introduction

On March 30, 2011, President Obama signed Presidential Policy Directive 8: *National Preparedness* (PPD-8). PPD-8 directs the development of a National Preparedness Goal (the Goal) to identify those activities that must be accomplished in order to prevent and protect against acts of terrorism in the homeland and mitigate against, respond to, and recover from emergencies and disasters regardless of their cause.

This implementation plan for PPD-8 is intended to guide the execution of the directive. Each section of the plan describes the actions required to execute specific passages of PPD-8. In some cases, sections of the plan address multiple requirements of PPD-8.

The Secretary of Homeland Security is responsible for coordinating the domestic all-hazards preparedness efforts of all executive departments and agencies, in consultation with State, local, tribal, and territorial governments, private and nonprofit sector partners, and the general public; and for developing the National Preparedness Goal. All executive departments and agencies with roles in prevention, protection, mitigation, response or recovery from an emergency or disaster on U.S. soil, as well as independent agencies that have relevant authorities, are responsible for national preparedness efforts, consistent with their statutory roles and responsibilities.

Policy coordination for the development of the core capabilities and performance objectives that make up the Goal, and the associated national planning frameworks, is provided through the relevant Interagency Policy Committees (IPCs), as described in this implementation plan. Specific departmental responsibilities and the timelines for delivery of the national planning frameworks and associated plans are described below.

All implementation efforts for PPD-8 will be carried out consistent with relevant authorities, including all requirements established in the *Post-Katrina Emergency Management and Reform Act of 2006* (the *Post-Katrina Act*), as amended.

1. National Preparedness Goal

No later than September 25, 2011, the Secretary of Homeland Security will provide to the President, through the Assistant to the President for Homeland Security and Counterterrorism, a National Preparedness Goal.

The Secretary will develop the Goal in coordination with other executive departments and agencies, and in consultation with State, local, tribal, and territorial governments, the private and nonprofit sectors, and the public. The Goal will define the core capabilities that must be established by the Nation in order to prevent, protect against, mitigate the effects of, respond to, and recover from the specific types of incidents that pose the greatest threat to the security of the Nation, including acts of terrorism and emergencies and disasters regardless of cause.

The Goal will respect and leverage the Nation's Federal, State, local, tribal, and territorial governmental structures, maximizing preparedness through adaptability and decentralization. The Goal will support the development of collaborative thinking about strategic needs while ensuring that all levels of government share common understanding and awareness of threats and hazards and resulting risks; are ready to act; and can do so independently but collaboratively. The Goal will be aimed at establishing common intent and fostering robust partnerships across all communities and levels of government; building the capacity of partners across jurisdictional boundaries; and encouraging dynamic coordination and cooperation.

The Goal will include a standardized, objective approach for assessing threats and hazards to identify core capabilities and where they are needed, while establishing performance objectives that measure progress toward achieving the Goal. The core capabilities that make up the Goal will represent preparedness priorities that reflect Federal, State, local, tribal, territorial, and private and nonprofit sector perspectives on risk. The threat and hazard identification and risk assessment should consider the range of natural hazards, potential accidents, and terrorist threats and factor in the identification of the risks facing States and local communities as well as the Nation as a whole.

The Secretary of Homeland Security will conduct a strategic, national-level risk assessment to identify the relevant risk factors that guide where core capabilities are needed and develop a list of the capabilities and associated performance objectives for all hazards that will measure progress toward their achievement. The national risk assessment should build on and integrate current models and best practices to enable the national assessment to be applied regionally and on a local level, as appropriate and practicable. The Director of National Intelligence and Attorney General will provide relevant and appropriate terrorism-related intelligence information to the Secretary of Homeland Security for the development of the risk assessment.

National preparedness is defined in terms of core capabilities - the ability to provide the means to accomplish a series of tasks under specific conditions and to specific performance standards. Each capability in the Goal will specify where a given capability is needed; the specific, flexible and measurable performance objectives for the capability; and the minimum resources needed to meet each performance objective. A capability may be achieved with any combination of properly planned, organized, equipped, trained, and exercised personnel that achieves the intended outcome.

The Goal will be built on a foundation that defines the core capabilities needed for all hazards, while also identifying the maximum capacity required for a catastrophic event. This will enable jurisdictions to evaluate their ability to provide essential lifesaving and sustaining functions necessary to address the needs of the people and communities affected by a catastrophic event. Catastrophic performance objectives will guide distributed efforts for catastrophic preparedness at all levels, including the major urban areas; States; interstate regional actions coordinated through the Federal Emergency Management Agency (FEMA) regions; and Federal efforts.

The Goal will be consistent with the National Security Strategy, applicable Presidential Policy Directives, Homeland Security Presidential Directives, National Security Presidential Directives, and national strategies, as well as policy guidance from the Interagency Policy Committees, evolving conditions, and the National Incident Management System.

The first edition of the Goal, to be provided by September 25, 2011, will include the list of core capabilities, a preliminary list of performance objectives for each, the additional performance objectives needed specifically for catastrophic preparedness, a schedule for finalizing the list of performance objectives for each capability in the Goal, and a schedule and process for regular review and revision to remain consistent with these policies.

2. National Preparedness System

No later than November 24, 2011, the Secretary of Homeland Security will provide to the President, through the Assistant to the President for Homeland Security and Counterterrorism, a document describing the national preparedness system. The Secretary will develop the national preparedness system in coordination with other executive departments and agencies, and in consultation with State, local, tribal, and territorial governments, the private and nonprofit sectors, and the public.

The national preparedness system will provide an integrated approach to preparedness that can be implemented and measured at all levels of government. The system should provide an all-of-Nation and whole community approach to preparedness, from neighborhood organizations to civic groups and private businesses. It should contain a methodical approach integrated across the preparedness cycle and link together programs and requirements into a comprehensive system, driving rational decision-making and allowing for a direct and defensible assessment of progress against clearly defined objectives.

The national preparedness system will be based on a consistent methodology for assessing the threats and hazards facing a given jurisdiction. The findings of the assessment should then drive planning factors and all other components of the preparedness cycle including resource requirements, existing capabilities and capability gaps, driving investments to close those gaps, making and validating improvements in capabilities through training and exercising, and continually assessing progress.

The national preparedness system will describe how the cycle of planning, organizing, equipping, training, and exercising interconnect and support achievement of the Goal. It should incorporate in whole or by reference, or establish where necessary, the National Incident Management System, National Planning System (including the national planning frameworks), National Training and Education System, National Exercise Program, and a Remedial Action Management Program to collect, share, and track progress on lessons learned and corrective actions undertaken to build and sustain preparedness.

National Planning System

The goal of the National Planning System is to integrate planning across all levels of government and with the private and nonprofit sectors around key capabilities that can be mixed and matched, as needed, to provide an agile, flexible approach to prevent, protect, mitigate, respond, and recover. The desired outcome is a set of focused planning documents to support the effective delivery of the core capabilities described in the Goal.

No later than June 30, 2012, the Secretary of Homeland Security will provide to the President, through the Assistant to the President for Homeland Security and Counterterrorism, the first edition of the national planning frameworks. As described in PPD-8, the frameworks will be built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities to deliver the necessary capabilities to prevent, protect, mitigate, respond, and recover. The planning frameworks are intended to provide succinct descriptions, at a high level, of the steps to be taken to *prepare* to deliver the necessary capabilities; the frameworks are not intended to be traditional operational plans, concept of operations plans, or detailed plans for affirmative action.

The frameworks will be closely coordinated with each other to provide seamless connections across the preparedness spectrum. The frameworks should build on and leverage established relevant planning documents wherever possible.

No later than September 25, 2012, the Secretary of Homeland Security will provide to the President, through the Assistant to the President for Homeland Security and Counterterrorism, the first edition of the interagency operational plans to support the delivery of the capabilities called for in each of the national frameworks. Each interagency operational plan will describe the concept of operations for integrating and synchronizing existing national-level Federal capabilities to support Federal, State, local, tribal, and territorial plans. The interagency operational plans will follow the template provided in FEMA's *Comprehensive Preparedness Guide 101* or its successor, or a similar planning structure relevant to a specific framework's needs.

Where needed, each executive department and agency will develop and maintain deliberate department-level operational plans to deliver capabilities to fulfill responsibilities under the frameworks and interagency plans. Departments and agencies may use existing plans, protocols, or standard operating procedures (SOPs) / standard operating guides (SOGs) for the development of such plans, and these should be updated as needed.

The National Planning System will include a series of comprehensive guidance documents to support planning by State, local, tribal, and territorial governments, developed in consultation with those entities and the private and nonprofit sectors, to address both regional and national risks and threats.

The national preparedness system will be based around a philosophy of involvement of the entire community in national preparedness. All guidance developed under PPD-8 will include the entire community demographic as up-front planning factors and will involve all-of-Nation and whole community approaches to planning and operations.

The national preparedness system will also include, in whole or by reference, recommendations and guidance for individuals, families, and businesses to guide their efforts to support national preparedness. Guidance should be designed to encourage individuals, families, caregivers to children, and those with access and functional needs to enhance their awareness of risks and threats; their understanding of the appropriate protective actions that they can take to reduce their vulnerabilities; how to develop household emergency plans (including care for household pets and service animals) and community plans; and how to prepare emergency supplies. Guidance for businesses should be designed to encourage businesses to enhance their preparedness activities systematically and in collaboration with government at all levels and the nonprofit sector.

Organization

The national preparedness system will include guidance to assist all levels of government to organize resources (including personnel, teams, and leadership) that are necessary to meet the Goal. Resource guidance, which includes typing, credentialing, and developing and maintaining inventories of resources, will assist in facilitating the rapid, short-term deploying of support, including support through mutual aid, that is needed to provide the core capabilities identified in the Goal. Actions to organize resources will be supported on a continual basis so resources are ready when needed.

Equipment

The national preparedness system will include national guidance to assist all levels of government to meet equipment requirements (including facilities, equipment, and supplies) that are necessary to meet the Goal. Equipment guidance will recommend any features and operating considerations for equipment that is needed to provide the core capabilities identified in the Goal. Equipment purchased through Federal preparedness assistance for first responders will, to the extent permitted by law and practicable, conform to equipment standards in place at time of purchase, when available. To avoid duplication of effort and the purchase of incompatible equipment, to the extent permitted by law, all Federal departments and agencies that support the purchase of first responder equipment should coordinate with each other through the Department of Homeland Security and conform to the same standards, as appropriate.

Training

The national preparedness system will include the National Training and Education System, to provide a structure for the development of the core capabilities identified to meet the Goal. Training will be targeted to the specific skill sets required to meet each capability's performance objectives, organized around learning objectives that identify the tasks that need to be performed.

Exercises

The national preparedness system will include by reference the National Exercise Program, including the National Exercise Program guidance of March 18, 2011, or its successor.

Comprehensive Assessment System

The national preparedness system will include by reference the FEMA Comprehensive Assessment System (CAS). The CAS helps evaluate preparedness using a coordinated body of methods and procedures to define the most appropriate standards to use and data sources to draw from; collect quantitative and qualitative data from a large variety of data sources; analyze those data to evaluate what indicators of preparedness signify about how much capability has been achieved; and prepare reports as required and necessary to inform policy makers and the public about the effectiveness of programs, the state of national preparedness, and the progress toward achieving the Goal. The Comprehensive Assessment System will be updated upon completion of the Goal so that the CAS can be used to measure the specific performance objectives for the core capabilities that are incorporated in the Goal.

3. Building and Sustaining Preparedness

Public Outreach and Community-Based Preparedness

The Secretary of Homeland Security will develop a comprehensive campaign to encourage active and sustained participation in individual and community-based programs to enhance national resilience. The Secretary will coordinate with the heads of other Federal departments and agencies that have relevant responsibilities and consult with State, local, tribal, and territorial governments, and the private and nonprofit sectors. This effort will include a public outreach program to provide accurate and timely public information on preparedness to individuals and families, first responders, government departments and agencies, and the private and nonprofit sectors.

Federal Preparedness Assistance

As part of the national preparedness system, the Secretary of Homeland Security, in coordination with the Director of the Office of Management and Budget (OMB), will develop mechanisms to link relevant Federal funding for preparedness assistance to achieving the Goal, work to leverage Federal assistance programs already in place, and provide incentives to State,

local, tribal, and territorial governments to improve and sustain their own preparedness. All executive departments and agencies that provide Federal preparedness assistance (including grants, cooperative agreements, and technical assistance) will develop similar mechanisms, in coordination with the Director of OMB and consistent with Federal law, to convey assistance through mechanisms that most effectively and verifiably increase national preparedness, consistent with the Goal.

Federal preparedness assistance will support State, local, tribal, and territorial entities' efforts, including planning, organization, equipment acquisition (including interoperability), training, and exercises to build and maintain national preparedness. Such assistance is not primarily intended to support routine local operations, but to build capabilities to address major threats and hazards, including terrorism. Federal assistance should, however, support strategies that build on and scale strong underlying daily capabilities and systems, where practical.

The Secretary of Homeland Security, in coordination with the executive departments and agencies that provide Federal preparedness assistance, will establish an interagency effort to improve the provision of Federal preparedness assistance and provide recommendations to the President, through the Assistant to the President for Homeland Security and Counterterrorism, annually on improving the effectiveness of such assistance.

Federal Preparedness

The heads of all executive departments and agencies that have coordinating, primary or supporting responsibilities under one or more of the national planning frameworks will, consistent with their authorities, undertake actions to support the delivery of the resources and activities identified in support of achieving the core capabilities of the Goal, through the national preparedness system. Activities, including planning, teams, or equipment, that support the development, delivery, and sustainment of such capabilities should be reported to the Department of Homeland Security no less than annually for inclusion in the National Preparedness Report.

Preparedness Research and Development

The Secretary of Homeland Security will identify and incorporate national preparedness priorities into the Department of Homeland Security's research and development activities. This effort will be done in coordination with the Office of Science and Technology Policy (OSTP) in the Executive Office of the President and the heads of other appropriate executive departments and agencies and in consultation with State and local governments and first responders. These research and development needs include equipment and technology and should be based upon assessments of current and future threats and hazards, including the national-level risk assessment, and social science research for individual, organizational, and community preparedness and participation.

4. National Preparedness Report

No later than March 30, 2012, and annually thereafter, the Secretary of Homeland Security will submit to the appropriate committees of Congress and to the President, through the Assistant to the President for Homeland Security and Counterterrorism, an annual status report on the Nation's progress toward reaching the Goal. This report will be developed in coordination with the heads of executive departments and agencies with responsibilities under the national planning frameworks and in consultation with State, local, tribal, and territorial governments and private and nonprofit sector partners. The report will describe the current state of the Nation's level of preparedness for all hazards, including natural disasters, acts of terrorism, and other disasters.

The National Preparedness Report is intended to satisfy the reporting requirements described in the *Post-Katrina Act* and provide a summary of the progress being made toward developing and maintaining the performance objectives required to provide the core capabilities described in the Goal, including local and State readiness, the readiness of Federal civil resources, and the utilization of mutual aid. It may also include progress in the implementation efforts for national strategies; assessments of how Federal preparedness assistance supports the Goal; and the status of corrective actions and implementation of lessons learned from exercises and actual responses.

The heads of all executive departments and agencies that have coordinating, primary or supporting responsibilities under one or more of the national planning frameworks will, consistent with their authorities, undertake actions to support the National Preparedness Report. Department and agency heads will develop and maintain systems for objectively assessing the readiness of the resources that they are responsible for to carry out their responsibilities under the national planning frameworks, and will share information on their readiness annually for inclusion in the National Preparedness Report.

5. Roles and Responsibilities

Policy Coordination

Policy coordination, dispute resolution, and periodic in-progress reviews for the development of the National Preparedness Goal and national preparedness system, including the national planning frameworks and national preparedness reports, will be provided in accordance with Presidential Policy Directive 1.

The Counterterrorism Security Group (CSG) Interagency Policy Committee (IPC) will provide policy coordination, dispute resolution, and periodic in-progress reviews for the development of national level performance objectives to achieve the Goal's core capabilities for prevention, as well as for the development of the National Prevention Framework.

The Transborder Security IPC will provide policy coordination, dispute resolution, and periodic in-progress reviews for the development of national-level performance objectives to achieve the Goal's core capabilities for protection, as well as for the development of the National Protection Framework.

The Domestic Resilience Group (DRG) IPC will provide policy coordination, dispute resolution, and periodic in-progress reviews for the development of national level performance objectives to achieve the Goal's core capabilities for mitigation, response and (in partnership with the Domestic Policy Council) recovery, as well as for the development of the National Mitigation Framework, National Response Framework, and National Disaster Recovery Framework.

Other IPCs may be assigned to deal with these, or any other, topics as appropriate.

Lead Responsibilities

The Attorney General, the Secretary of Homeland Security, and the Director of National Intelligence will coordinate the development of capabilities related to prevention, and the development of the National Prevention Framework and associated interagency operational plan.

The Secretary of Homeland Security will coordinate the development of capabilities related to protection (except for defense activities which are the responsibility of the Secretary of Defense), and the development of the National Protection Framework and associated interagency operational plan.

The Secretary of Homeland Security will coordinate the development of capabilities related to mitigation, and the development of the National Mitigation Framework and associated interagency operational plan.

The Secretary of Homeland Security will coordinate the development of capabilities related to response, and the ongoing development and revision of the National Response Framework and associated interagency operational plan. "Response" will not include capabilities related to law enforcement investigative and intelligence response to a threatened or actual terrorism event, which are covered under Prevention and in the National Prevention Framework. The prevention and response frameworks will include language describing how investigation and intelligence actions taken during a threatened or actual terrorism event align with response actions taken under the National Response Framework.

The Secretary of Homeland Security and the Secretary of Housing and Urban Development will coordinate the development of capabilities related to long-term recovery, and the development of the National Disaster Recovery Framework and associated interagency operational plan.

The Assistant to the President for Homeland Security and Counterterrorism shall periodically review progress toward achieving the National Preparedness Goal, including progress in synchronizing efforts across the national planning frameworks.

The FEMA Administrator is the principal advisor on emergency management to the President, the Homeland Security Council, and the Secretary of Homeland Security.

The Attorney General has jurisdiction over all criminal and terrorism matters in the United States related to “prevention” except where such responsibility has by statute or otherwise been exclusively assigned to another agency.

Nothing in this implementation plan will limit the authority of the Secretary of State to conduct the diplomacy and foreign policy of the United States or to employ crisis management authorities and resources pertaining to events, incidents or programs outside of the United States.

Nothing in this implementation plan will limit the authority of the Director of National Intelligence with regard to the direction, conduct, control, planning, organization, equipment, training, exercises, or other activities concerning planning and execution of counterterrorism activities and integration of terrorism-related intelligence.

Nothing in this implementation plan will limit the authority of the Secretary of Homeland Security to enforce laws under DHS jurisdiction and to act as the focal point regarding natural and manmade crises and emergency planning.

External Engagement

The development of the National Preparedness Goal and national preparedness system will be completed through a collaborative process, to the greatest extent possible, to enable external partners, including State, local, tribal, and territorial governments, the private and nonprofit sectors, and the public, to provide substantive feedback and input throughout the process.

Conclusion

This implementation plan is intended to improve the internal management of the executive branch of the Federal Government, and it is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity, against the United States, its departments, agencies, or other entities, its officers or employees, or any other person.

The Secretary of Homeland Security will provide the Goal and its associated guidelines on core capabilities and associated performance objectives to the appropriate committees of the Congress and to the States in accordance with the timelines specified below.

Timelines

September 25, 2011	First edition of the National Preparedness Goal due
November 24, 2011	Description of the national preparedness system due
March 30, 2012	First National Preparedness Report due
June 30, 2012	First edition of the national planning frameworks due
September 25, 2012	First edition of interagency operational plans due

Additional Definitions

For the purpose of this implementation plan:

- (a) The terms “coordinate” and “in coordination with” denote a consensus decision-making process in which the named coordinating department or agency is responsible for working with affected departments and agencies to achieve a consistent course of action.
- (b) The terms “core capabilities” and “capabilities” are used here interchangeably and refer to the list of capabilities to be developed for inclusion within the National Preparedness Goal.
- (c) The terms “all-of-Nation” and “whole community” are used here interchangeably and refer to enabling the participation of a wider range of players from the private and nonprofit sectors, including nongovernmental organizations, and the general public, in order to foster better coordination and working relationships.
- (d) The term “Federal preparedness assistance” refers to Federal department and agency grants, cooperative agreements, loans, loan guarantees, training, and/or technical assistance provided to State, local, tribal, and territorial governments and the private and nonprofit sectors to prevent, protect against, mitigate the effects of, prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies.