

PRESIDENTIAL POLICY DIRECTIVE/PPD-8

WORKING DRAFT—NATIONAL MITIGATION FRAMEWORK

REVIEW PACKAGE

Attached for your review is the working draft National Mitigation Framework.

This framework is meant to address a number of key issues related to Mitigation, including:

- Describe the roles and responsibilities of all stakeholders.
- Define the coordinating structures—either new or existing—that enable the effective delivery of the core capabilities.
- Convey how actions are integrated with other mission areas and across the whole community.
- Identify relevant planning assumptions required to inform the development of interagency operational plans and department level plans.
- Provide information that state, territorial, tribal, and local governments and private sector partners can use to develop or revise their plans.

The enclosed working draft represents input and ideas from a range of stakeholders within and outside the Federal Government who have been involved through working groups, outreach sessions, and targeted engagement efforts in order to develop this working draft. It also draws from lessons learned over the last decade of large-scale and catastrophic events.

With all of this work in mind, it is time to further expand the engagement of the whole community in the development of this framework. We are therefore seeking your ideas and input on this working draft.

To ensure all feedback is properly handled, reviewers are expected to use the feedback submission form to submit your feedback. All feedback should be submitted, using the submission form, to PPD8-Engagement@fema.gov by the following deadline: **Monday, April 2, 2012 at 12:00 PM EDT**. Please include the word “**Mitigation**” in the subject line.

We look forward to receiving your feedback and working in partnership with you on this important endeavor.

For further information on the PPD-8 effort, visit <http://www.fema.gov/ppd8> or send an e-mail to PPD8-Engagement@fema.gov.

**WORKING DRAFT—NATIONAL MITIGATION FRAMEWORK
FOR NATIONAL REVIEW
20120302, 0800 EST**

1.0 INTRODUCTION

The Mitigation mission area as described in the National Preparedness Goal includes those capabilities necessary to reduce the loss of life and property by lessening the impact of disasters. We focus on the premise that individuals, the private sector, communities, critical infrastructure, and the Nation as a whole are made more resilient when we reduce the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents. Mitigation, at its best, requires action beforehand. Mitigation actions after a disaster are imperative, but recovery often gets a community only partly back to where it started.

The National Mitigation Framework outlines the principles for all who serve a role in Mitigation—ranging from a single individual making decisions about how to manage the risks in his life to large metropolitan communities working to manage their citizens’ risks from disasters and to obtain and maintain economic and social vitality before, during, and after a disaster event. Our Nation increases its resilience when we manage and reduce our risks from mundane, narrow-impact events to severe and catastrophic disasters. We must all—individuals, the private sector, communities, nongovernmental organizations, faith-based organizations, all levels of government, critical infrastructure owners, and the Nation as a whole—take steps to ensure that our plans, decisions, and actions include mitigation wherever possible. In shifting our plans, decisionmaking, and behavior, we can stop the increasing trajectory of our risk and, in many cases, reduce or avoid risks to life, property, and our overall well-being. Building and sustaining a culture of preparedness will make individuals, businesses, communities, regions, states, tribes, and our Nation as a whole more socially, ecologically, and economically resilient.

The Framework calls us to weave mitigation—that is, the unrelenting pursuit of risk-informed decisions and actions that increase resiliency—throughout the National Preparedness System. Mitigation capabilities strengthen personal security and promote personal and community resiliency and sustainability. In this pursuit, we contribute to an all-of-Nation approach to preventing, protecting against, mitigating the effects of, responding to, and recovering from those things that pose the greatest risk to the overall security and well-being of our Nation—a Nation prepared.

Effective mitigation starts with knowing the threats and hazards we face and the vulnerabilities and risks associated with them. Understanding our risks makes it possible to develop plans and strategies to manage them, and informed decisionmaking ultimately makes us more resilient. Risk information based on credible science and technology and validated by experience enables a sound approach to assessing the risks we face. We also need to develop the ability to deal with the uncertainties and consequences associated with threats and hazards, so that we make better decisions for our community.

A community acting through a risk-informed culture always considers ways to manage risks instead of solely reacting to events. This process involves determining how previous actions induced or minimized the community’s losses from the event, or how previous actions aided or

43 impeded the response to, and recovery from, that event. Mitigation improves the self-reliance of
44 a community, reducing the need for assistance from others.

45 Establishing a scalable, flexible, adaptable, and risk-informed decision-making process at
46 all levels will lead to strategies and actions that drive us to be more resilient. The process
47 involves a continual analysis of science and technology, planning, investment, and capacity
48 building, as well as the consideration of lessons learned and data gathered after an event, to
49 always increase our capabilities. We must consider the different domains that make up our
50 communities and the Nation—economic, housing, health and social services, infrastructure, and
51 natural and cultural resources. This will help us, in our planning and decisionmaking, to
52 understand all the interdependencies that exist and the vulnerabilities associated with them. This
53 analysis of interdependencies and their associated vulnerabilities will allow communities to
54 understand the risks thoroughly enough to plan not only for those they have identified and
55 quantified, but also for the residual risks that exist.

56 In addition to their more visible work in the Prevention and Protection mission areas, the
57 law enforcement, intelligence, and homeland security communities play a significant role in
58 mitigation. Outreach activities and community involvement help these communities establish
59 and maintain strong ties with businesses, academic institutions, those who manage critical
60 infrastructure, and the people who make up the communities in which we all live and work.
61 Risk- and intelligence-focused relationships among Federal, state, tribal, and local law
62 enforcement, intelligence, and homeland security entities and with the public and private sectors,
63 academia, and other entities allow for greater information sharing, thus affording more
64 opportunities to thwart acts of terrorism and to lessen the effects of large-scale, man-made
65 catastrophes, should they occur.¹ Through these dialogues, communities may better detect and
66 deter specific threats and vulnerabilities, develop and test new ways of revealing and reducing
67 risks, and report the results. Finally, through integrated and risk-informed planning efforts, our
68 law enforcement and homeland security partners can help improve our ability to act and to
69 respond even more effectively to avoid future loss of life and property.

70 Resilience starts at the individual level, with each person in the community, and is
71 “locally grown” through the contributions of those individuals. Resilience in our communities of
72 place and interest, regions, sectors, states, tribes, and the Nation depends on the whole
73 community. A spirit of inclusiveness and partnership can ensure that communities of place and
74 interest, regions, sectors, states, tribes, and the Nation make the best use of the knowledge,
75 resources, and efforts available. Resilience builds through connections that are fostered within
76 neighborhoods; job markets; social, faith-based, and professional organizations; neighboring
77 communities; states; regions; and the Federal Government until this “body of influence” has the
78 ability to impact the social and economic vitality of the community by taking into account,
79 planning for, and mitigating against disaster events.

80 **INTENDED AUDIENCE**

81 The Mitigation Framework can help individuals, the private sector, communities,
82 nongovernmental organizations, faith-based organizations, all levels of government, and the
83 Nation understand the Mitigation mission area capabilities and what they can do to increase our
84 Nation’s resiliency in the face of threats and hazards.

¹ For the purposes of this document, “state” includes territorial governments.

85 **2.0 PURPOSE OF THE MITIGATION FRAMEWORK**

86 **ACHIEVING NATIONAL PREPAREDNESS: END STATE AND OBJECTIVES**

87 The National Mitigation Framework is one of five frameworks developed to enable
 88 achievement of the goal of a secure and resilient Nation with the capabilities required to prevent,
 89 protect against, mitigate, respond to, and recover from the threats and hazards that pose the
 90 greatest risk across the whole community. Mitigation sits at the heart of National Preparedness.
 91 Presidential Policy Directive 8 (PPD-8) directed the development of a National Preparedness
 92 Goal (Goal) to “define the core capabilities necessary to prepare for the specific types of
 93 incidents that pose the greatest risk to the security of the Nation” and a series of national
 94 planning frameworks to coordinate efforts to deliver the capabilities defined in the Goal. The
 95 National Mitigation Framework addresses how the Nation will develop, employ, and coordinate
 96 core mitigation capabilities to reduce loss of life and property by lessening the impact of
 97 disasters. Building on a wealth of objective and evidence-based knowledge and community
 98 experience, the Framework seeks to advance risk awareness across the private sector, public
 99 sector, nonprofits, faith-based organizations, and individuals. This inclusive process will also
 100 leverage products, services, and assets across this same diverse group.

101 This Framework describes the seven core capabilities necessary for mitigation to be
 102 successful, which will ultimately lead to a more resilient Nation. This Framework is driven by
 103 risks, rather than events. Guided by community leaders at all levels, mitigation efforts steer a
 104 cycle of continuous risk management aimed at achieving a secure and resilient Nation. By
 105 fostering comprehensive risk considerations, the Framework encourages behaviors and activities
 106 that will reduce our exposure and vulnerability.

107 **RELATIONSHIP TO OTHER MISSION AREAS**

108 The goal of the Mitigation mission is to
 109 provide our Nation with the capability to identify
 110 threats and hazards, assess associated risks, and assess
 111 the efficacy of current capabilities to address those
 112 risks. Mitigation reduces the impact of disasters by supporting protection and prevention
 113 activities, easing responses, and speeding recovery to create better prepared and more resilient
 114 communities. Simply, mitigation is the thread that permeates the fabric of national preparedness.
 115 Mitigation supports the whole community as a critical component to the National Preparedness
 116 System. Mitigation capabilities inform and support the other four mission areas of the
 117 Presidential Preparedness Directive, and mitigation depends on successful coordination and
 118 collaboration with each of the mission areas. Implementing mitigation actions will build and
 119 sustain more resilient systems and communities, creating a stronger Nation. In addition, reducing
 120 losses through mitigation can make it easier to respond and decrease the time to recover.

Mitigation is the thread that permeates the fabric of national preparedness.

121 ***Prevention***

122 Threat identification and risk assessment information provide decision makers with
 123 awareness of and contexts for a situation. In addition, risk management can result in deliberate
 124 actions that prevent future losses from threats or hazards and, therefore, promote the overall
 125 security of the community. Since preparedness and prevention are the shared responsibility of all
 126 levels of government, the private and nonprofit sectors, and individuals, the risk management

127 process is the means by which all stakeholders can integrate their insights and expertise and
 128 collaborate for long-term sustainability and overall community resiliency.

129 ***Protection***

130 As laid out in the Policy Directive, there is a particularly close relationship between the
 131 Mitigation and Protection Mission Areas. Both of these mission areas are typically performed in
 132 a steady state (or well before the event), not during or immediately after an event. Protection
 133 places particular attention on deterring threats, while Mitigation emphasizes achieving
 134 community resilience by addressing vulnerabilities. Both seek to minimize consequences.
 135 Hazard and risk information and analysis are used to better design operational capacity for
 136 Mitigation and Protection. Integration of risk information, planning activities, and coordinating
 137 structures reduces duplication of effort and streamlines risk management actions in both mission
 138 areas. However, some of the most important and effective work is done post-event, as additional
 139 opportunities and resources, driven by the event, are brought to the table, and as actions are
 140 focused on post-event recovery.

141 **Exhibit 1: Integration of Protection and Mitigation for Risk Management**



142

143 ***Response***

144 Mitigation feeds the operational landscape for response operations. Effective community
 145 mitigation efforts directly reduce the required scale of response operations. Threat and hazard
 146 information and risk assessment data can trigger crucial life-saving/life-sustaining operations,
 147 particularly during natural disasters. Most importantly, this data can be used to develop a better
 148 understanding of the situation in order to deliver information for decisionmaking, while easing
 149 transition into Recovery functions. During Response, effective planning-related mitigation
 150 actions can include moratoriums on reconstruction or development until the damage has been
 151 accurately assessed and the need for higher or additional regulatory standards has been explored
 152 and approved. When incidents impact the ability to communicate effectively or develop impact
 153 assessments, risk analysis and hazard modeling can provide operational assumptions for first
 154 responders.

155 ***Recovery***

156 Mitigation and Recovery share a focus on a sustainable economy and community
 157 resiliency, as opposed to the swift restoration of infrastructure, buildings, and services. Cross-
 158 mission-area integration activities, such as planning, are essential to ensuring that risk avoidance
 159 and risk reduction actions are taken during the recovery process. Integrating mitigation actions
 160 into the pre- and post-disaster recovery plans will provide systematic risk management after the
 161 event, with effective strategies for a resilient recovery process. Key opportunities and actions can
 162 be taken during recovery in all domains (economic, housing, natural and cultural resources,
 163 infrastructure, and health and social services) to increase the resilience of the community.
 164 Lessons learned during the recovery process also inform future mitigation actions. Linking
 165 recovery and mitigation breaks the cycle of vulnerability resulting from unconsidered building
 166 and rebuilding following disasters. Further, it offers opportunities to mitigate against future
 167 events.

168 ***Common Capabilities***

169 Planning, Operational Coordination, and Public Information and Warning are the core
 170 capabilities that span all five mission areas, demonstrating the links and differences between
 171 each program area. Within the Mitigation Framework, planning builds upon existing processes,
 172 focusing on the incorporation of risk information to inform decision makers. Planning for critical
 173 infrastructure will be coordinated between Protection and Mitigation to support shared
 174 objectives. Pre- and post-disaster recovery planning will also build on the community-based
 175 planning under Mitigation. Under Operational Coordination, whatever coordination required,
 176 mitigation works effectively as part of all operational environments and brings risk-informed
 177 decisions to support activity across the whole community of national preparedness. This can
 178 include being a part of command and control structures during response and recovery and part of
 179 decentralized structures during steady state operations. For Mitigation, Public Information and
 180 Warning is as much about sharing information and communicating mitigation messages between
 181 elements of the whole community as it is about providing one-way warnings.

182 **GUIDING PRINCIPLES**

183 ***1. Resilience and Sustainability***

184 We cannot stop the next hurricane, tornado, or
 185 earthquake. In some cases, we may not be able to
 186 thwart the next terrorist attack on our soil. What we
 187 can do is prepare ourselves, our loved ones, our
 188 property, our critical resources, and our economy to
 189 absorb the impact of any threatening event or
 190 circumstance and bounce back in a manner that
 191 sustains our cherished way of life for generations to
 192 come. This is what we mean by resilience and
 193 sustainability. Resilience reduces a community’s
 194 vulnerability to the potential consequences from
 195 natural and man-made hazards, enabling it to absorb
 196 the impact of a disaster, respond to the needs of its members, and recover in a timely and
 197 comprehensive manner. Sustainability employs a longer-term approach through plans, policies,

Resilient communities proactively protect themselves against hazards, build self-sufficiency, and become more sustainable. Resilience is the capacity to absorb severe shock and return to a desired state after a disaster. It involves technical, organizational, social and economic dimensions... It is fostered not only by government, but also by individual, organization, and business actions.

Godschalk, David R., Adam Rose, Elliott Mittler, Keith Porter, and Carol Taylor West. 2009. "Estimating the Value of Foresight: Aggregate Analysis of Natural Hazard Mitigation Benefits and Costs." *Journal of Environmental Planning and Management* 52(6):739-56.

198 and actions that reflect a comprehensive understanding of the physical, social, and economic
199 support structures within a community. The combination of these two concepts creates a
200 sustained resilient community—the heart of mitigation and of national preparedness.

201 Successful community resilience and sustainability begin with an individual’s personal
202 responsibility and relationship to the environment and how the individual ties into the overall
203 community. Communities that identify hazards and threats and assess their vulnerabilities can
204 increase their ability to rapidly recover from disasters. The planned and prioritized economic,
205 social, and environmental decisions made by the community as a whole must ensure its
206 resiliency is maintained and increased. All levels of public and private establishments have a role
207 in community resilience and sustainability by supporting, promoting, aligning, and implementing
208 policies and activities that lead to maintaining and strengthening community and economic
209 vitality following a disaster. Sound ecological, economic, and social choices for the private
210 sector include consideration of an event’s impact on business continuity, to include facilities,
211 employee base, employee homes, day-to-day business operations, and each business’s unique
212 context in the community and its resilience.

213 ***2. Leadership and Locally-Focused Implementation***

214 Mitigation empowers local leaders (i.e., traditional leaders, emerging leaders, local
215 champions, and/or advocates) to embrace their ownership of building resilient and sustainable
216 communities. Effective, ongoing mitigation is led by the local community, working together to
217 identify, plan for, and reduce vulnerabilities and promote long-term personal and community
218 resiliency and sustainability. Local leadership—elected and non-elected, private and nonprofit—
219 must frame the future of the community through daily decisions on projects and initiatives that
220 increase or decrease the community’s susceptibility to threats and hazards. Leaders at the state
221 and national level can facilitate mitigation by setting a vision, aligning programs, and supporting
222 local efforts as needed.

223 ***3. Partnerships and Inclusiveness***

224 True partnerships within the local community utilize all resources available to them:
225 identifying, developing, fostering, and strengthening new and existing coordinating structures to
226 create a unity of effort with a common objective. Establishing trusted relationships among
227 leaders and communities prior to a disaster is essential to community resilience and
228 sustainability. These relationships enhance and strengthen day-to-day mitigation efforts and are
229 critical for timely and effective response and recovery activities during and after a disaster event.
230 This inclusiveness will encourage the growth of positive community processes and generate
231 public approval to reach the common objective of mitigating risk and promoting resilience.

232 Inclusiveness in mitigation includes promoting partnerships among diverse individuals
233 within the community—neighbors; community associations; faith-based organizations; all levels
234 of government; professionals; experts; and public, private, and nonprofit entities and institutions.
235 These partnerships must include advocates for the unique needs of those with disabilities or with
236 access and functional needs, and for children, seniors, and members of underserved populations.
237 Lastly, understanding the full range of animal issues in the community and the risks they pose, as
238 well as engaging the whole community of animal resources in assessing and planning for those
239 risks, will ensure that the jurisdiction is equipped to comprehensively address the full range of
240 human and animal issues and will prevent or mitigate cascading effects during a disaster.

241 **4. Risk-Conscious Culture**

242 Mitigation is a risk-conscious, everyday activity that is not focused only on particular
243 incidents or events. Effective mitigation prior to a disaster will reduce or eliminate the
244 community’s vulnerability to the event or disaster. A community with a risk-conscious culture
245 routinely and systematically assesses its risk from threats and hazards using a multi-disciplinary
246 approach and informs the whole community of those risks to influence all levels of
247 decisionmaking. Nurturing a risk-conscious culture enables community leaders to evaluate a
248 wide variety of threats and hazards and then prioritize strategies, resources, and efforts using a
249 community-wide approach. A comprehensive approach, with mitigation efforts based on risk
250 rather than on the latest catastrophic event, lets a community prioritize and leverage scarce
251 resources in a better way.

252 A risk-conscious culture involves providing clear, meaningful, consistent, and culturally
253 appropriate or multi-disciplinary messaging, so that the whole community consistently reduces
254 its exposure and vulnerability to risk. A culture of resilience is grown within the whole
255 community. It includes a long-term vision of continuous risk management and mitigation
256 strategies to help the community avoid, reduce, or share risks, using meaningful multi-
257 disciplinary indicators to evaluate progress towards increasing resilience.

258 **5. Credibility and Relevance**

259 Mitigation efforts represent an investment in individual, organizational, community, or
260 jurisdictional resilience. However, like many long-term investments, the benefits of mitigation
261 usually accrue gradually over time. To initiate and sustain effective mitigation, it is critical that
262 the core capabilities described in this Framework be implemented in a way that is clearly
263 credible and relevant to all stakeholders.

264 Establishing credibility in a community begins by providing timely and relevant
265 information that allows policymakers to best protect the health, safety, and welfare of their
266 communities. Community leaders maintain credibility by understanding community needs and
267 perspectives and making sound mitigation decisions based on accurate, timely, and relevant
268 information. To reduce risk and build resilient communities, leaders must take mitigation actions
269 that reflect comprehensive and accurate risk information, credible science and technology, and a
270 sound approach to risk assessment.

271 Mitigation actions must also account for integration between community development,
272 emergency management, and homeland security efforts. Mitigation decisionmaking and actions
273 result from a continuous analysis of science and technology, community investment, risk
274 management, planning, and capacity-building, as well as post-emergency information. The
275 credibility of mitigation relies on an open, reliable integration of analysis and decisions.

276 The desired results of mitigation are greater resource efficiency and risk management,
277 reduced loss of life, reduced property damages, communities that are economically and socially
278 resilient, and communities that can sustain and increase vitality before, between, and following
279 disasters.

280 **RISK**

281 Risk is the potential for an unwanted outcome resulting from an incident, event, or
 282 occurrence, as determined by its likelihood and the associated consequences. Risk is assessed
 283 based on applicable threats, vulnerabilities, and consequences.

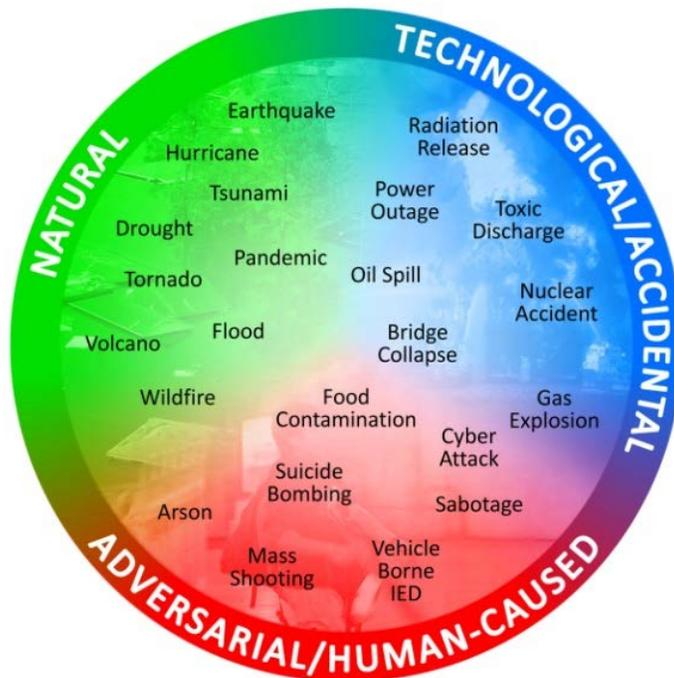
284 The National Preparedness System is based on the Strategic National Risk Assessment,
 285 which identifies the threats and hazards most likely to affect the Nation. The core capabilities in
 286 the National Preparedness Goal, in turn, are based on the results of this risk assessment. Planning
 287 for and managing the “greatest risks” is a fundamental component of the National Preparedness
 288 Goal. Regardless of whether mitigation occurs at the Federal, state, tribal, local, or community
 289 level, each entity coordinates with mitigation partners vertically and horizontally to identify,
 290 clarify, and prioritize risks. Collectively, this process prepares the Nation for its greatest risks.

291 **MANAGING RISK**

292 Every day, we make decisions based on our understanding of various risks. Risk can exist
 293 at many scales, from the family to the neighborhood and from the community to the Nation. The
 294 safety, security, and resilience of the whole community are threatened by an array of hazards,
 295 including natural, technological/accidental, and adversarial/human-caused events. The broad and
 296 diverse array of preparedness activities that fall under the National Mitigation Framework are
 297 oriented around the identification and greatest reduction of risks (particularly the reduction of
 298 vulnerabilities) as they pertain to the individual, community, and Nation. To support the
 299 coordination of activities across Mitigation with other mission areas, this Framework provides a
 300 common approach to risk management that can be applied across a wide variety of disciplines
 301 and across the whole community.

302

Exhibit 2: Threat/Hazard Groups



303

304 Resilient systems, communities, and institutions that are robust, adaptable, and have the
 305 capacity for rapid recovery contribute to overall public safety and security. Resilience and risk
 306 management are mutually reinforcing concepts. Risk management contributes to resilience by
 307 identifying opportunities to build resilience into planning and by resourcing to reduce risk in
 308 advance of a hazard, as well as by mitigating the consequences of disasters that do occur.

309 While many different methodologies are used to holistically assess risk, most define the
 310 risk of a particular threat or hazard event based on the likelihood of that event occurring and the
 311 event’s anticipated consequences. Threat and hazard identification efforts promote the
 312 refinement, sharing, and use of best available ground truth data on hazard likelihood, impacts,
 313 and vulnerabilities, as well as the ability to localize this information for use at all levels. Risk and
 314 disaster resilience assessment activities put into practice broadly compatible approaches to
 315 prioritizing vulnerabilities. Finally, building long-term vulnerability reduction capability lessens
 316 the likelihood, severity, and duration of the adverse consequences related to natural,
 317 technological, and human-caused incidents.

318 Threat and hazard identification, as well as long-term vulnerability reduction, are
 319 important tools that can be augmented by a whole community resilience approach. By focusing
 320 on the resilience of the community as a whole, the community’s adaptive capacity to recover
 321 from all kinds of change is enhanced, whether that risk has been identified or not. Deliberate or
 322 crisis risk management will not preclude adverse events from occurring; however, it enables
 323 whole community efforts to focus on those things that are likely to bring the greatest harm and to
 324 employ approaches that are likely to mitigate the consequences of those incidents. Furthermore,
 325 the American people, resources, economy, and way of life are bolstered and made more resilient
 326 by anticipating, communicating, and preparing for threats and hazards, both internal and
 327 external, through comprehensive and deliberate risk management.

328 Risk management is not an end in and of itself, but rather part of sound organizational
 329 practices that include planning, preparedness, operational coordination, program evaluation,
 330 process improvement, and budget priority development. The value of a risk management
 331 approach or strategy to decision makers is not in the promotion of a particular course of action,
 332 but rather in the ability to distinguish between various choices within the larger context.

333 **3.0 ALL-OF-NATION ROLES AND RESPONSIBILITIES**

334 **Exhibit 3: Mitigation Mission Area Roles and Responsibilities**

Row	Whole Community Partners	Roles and Responsibilities
1	Individuals and Households	Individuals and households take action to reduce risk. Resilient individuals and families reduce the risk posed by hazards and avoid the personal financial and psychological consequences of disasters.

Row	Whole Community Partners	Roles and Responsibilities
2	Private Sector Organizations	Businesses, nonprofit organizations, faith-based organizations, and other nongovernmental entities analyze and manage their own risks, protect America’s infrastructure, and promote the return on investment realized from increased resilience and reduced vulnerability.
3	Communities	A community is any group or system that shares a role in understanding and assessing its needs and determining the best ways to organize and strengthen its assets, capacities, and interests. Resilient communities reach consensus and take action.
4	Local Governments	Most mitigation occurs at the local level, where communities apply a localized understanding of risks and mitigation options to effective planning and vulnerability reduction actions.
5	State and Tribal Governments	Integrating national-level resources and data into localized data and priorities requires engaged state and tribal governments.
6	Federal	Supporting the whole community with Federal resources, data, intelligence, and leadership requires an engaged and responsive Federal role in mitigation.

335 **INDIVIDUALS AND HOUSEHOLDS**

336 Effective mitigation begins with individual awareness and action. Informed actions that
 337 reduce risk enable individuals to recover from sudden and long-term change and directly reduce
 338 the scope and severity of a disaster’s consequences to themselves, their families, their
 339 possessions, and their community. This enables more effectively targeted response and recovery
 340 efforts across the community.

341 Resilient individuals and households are aware of the threats and hazards facing them and
 342 use that awareness to understand the risks that they face, plan for how they can best manage
 343 those risks, and take action to eliminate or minimize their vulnerabilities. Individuals’ risk
 344 assessments and planning efforts may be informal, but
 345 they have an enormous impact on the resilience of the
 346 whole community.

347 Individuals can prepare their households and
 348 broader communities by becoming familiar with public
 349 information and warning systems, sharing information
 350 about threats and hazards with friends and neighbors,
 351 and promoting mitigation efforts within their
 352 communities. When they engage with community
 353 leaders and planners to share their perspectives on
 354 localized threats and hazards, vulnerabilities, and
 355 priorities for incorporating mitigation into community
 356 planning and development, individuals and households
 357 make their own resilience a part of their community.

Individual and household long-term vulnerability reduction efforts include:

- Installing approved tornado safe rooms or other home structural mitigation measures
- Taking actions to reduce the likelihood of a home’s ignition by wildfire embers, such as replacing the roof or maintaining 30 feet of defensible space
- Maintaining appropriate insurance coverage

Refer to Section 4 (Core Capabilities) for more information.

358 PRIVATE SECTOR ORGANIZATIONS

359 Each of the mitigation core capabilities depends on the contributions of businesses,
360 nonprofit organizations, faith-based organizations, and other nongovernmental organizations
361 throughout the country. Private sector organizations are responsible for identifying methods and
362 resources to assess resilience strategies that reduce risks to their personnel, assets, and
363 operations. They also contribute to the general understanding of resilience throughout the
364 community through the collection, development, analysis, and sharing of ground truth
365 information about threats, hazards, and vulnerabilities, as well as through constant evaluation
366 and enhancement of risk assessment methodologies.

367 As the owners and operators of most of the Nation’s infrastructure, private sector
368 organizations are vital to improving resilience through planning and long-term vulnerability
369 reduction efforts. Private sector planners should engage the whole community to ensure that their
370 plans, mitigation investments, and operations complement and leverage those of their community
371 and government partners.

372 Through their day-to-day operations, private sector organizations also provide most of the
373 functional capacity and technical expertise required to implement many types of long-term
374 vulnerability reduction projects, whether engineering a bridge to withstand an earthquake,
375 planning development with resilience measures that provide measurable returns on investment,
376 or building redundancies into critical infrastructure and lifeline systems. Private sector research,
377 development, and investment will remain a primary driver of new and improved long-term
378 vulnerability reduction capabilities, making these investments an increasingly effective and cost-
379 efficient approach to building resilience.

380 While mitigation is a good business practice, private sector investments in continuity and
381 vulnerability reduction have broader benefits. Private sector organizations are invariably an
382 integral part of local communities and their perspective is indispensable to local efforts toward
383 all mitigation core capabilities. A more resilient private sector also strengthens community
384 resilience by helping to sustain economic vitality and ensuring the continued delivery of goods
385 and services in the aftermath of a disaster.

386 COMMUNITIES

387 For mitigation purposes, communities are unified groups that share goals, values, or
388 purposes, not just geographic boundaries or jurisdictions. Social and community service groups
389 and institutions, faith-based and neighborhood partnerships, disability groups, academia, online
390 communities, national and professional associations, hazard-specific coalitions, and communities
391 of practice within the private and nonprofit sectors are all mitigation communities. These
392 communities bring people together in different ways for different reasons, but each provides
393 opportunities for sharing information and promoting collective action. Communities with a
394 national scope, including advocacy and interest groups, professional associations, and academic
395 communities, should work with the Federal Government to inform the assessment, development,
396 and coordination of mitigation core capabilities.

397 GOVERNMENT

398 Working to support the people they represent, governments bear a unique responsibility
399 for mitigation activity. Working across multiple levels of public service, governments should:

- 400 • Identify, assess, plan for, and manage risks, based on an understanding of local and
401 regional threats, hazards, and vulnerabilities.
- 402 • Integrate national and local intelligence and data through sharing threat intelligence
403 and hazard data with local and Federal partners.
- 404 • Strengthen community resilience by partnering with individuals, private sector
405 organizations, and communities throughout the jurisdiction to promote a culture of
406 preparedness and develop local mitigation capabilities.
- 407 • Develop dedicated risk-based mitigation plans or use risk assessment findings to
408 inform economic development, community development, and environmental and
409 natural resource planning.
- 410 • Incorporate risk management and mitigation principles and priorities into relevant
411 programs, including economic and community development, construction and
412 assessment of infrastructure, comprehensive and neighborhood land-use plans,
413 disaster response and recovery support, homeland security research and development,
414 training, and exercises.
- 415 • Use legal and regulatory requirements, building codes and standards, financial
416 incentives, and targeted capital improvement projects to reduce long-term
417 vulnerabilities to economic, housing, health and social, infrastructure, environmental,
418 and natural resources.
- 419 • Coordinate risk management and mitigation operations with private sector and
420 community partners, other jurisdictions, and government agencies.
- 421 • Develop training curricula for Grades K-12 to provide education on risks and
422 mitigation.
- 423 • Conduct outreach and education to communicate successful practices and local
424 mitigation priorities.
- 425 • Develop local capabilities to communicate event-specific warnings and information.

426 Most mitigation activities occur at the local level, where best practices can be effectively
427 adapted and adopted to address local circumstances and priorities. Local governments are
428 directly connected to community plans and goals and in many cases bring more precise
429 understandings of local vulnerabilities to bear on risk reduction activity. Making the connection
430 between community resilience priorities and private sector development is a challenge most
431 often directly addressed at the local level.

432 ***State and Tribal Governments***

433 Integrating resources from mitigation partners and effectively organizing mitigation
434 actions that support localized risk mitigation, plans, and capabilities requires an engaged state or
435 tribal government.

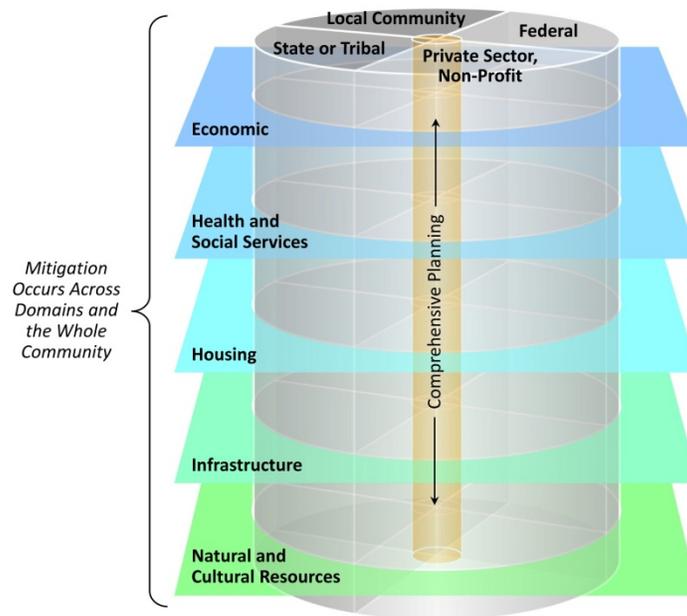
436 ***Federal***

437 The Federal Government supports mitigation activity with unique resources. In addition
438 to regulatory responsibilities, the Federal Government plays a role in providing funds, incentives,

439 expertise, and leadership to coordinate the development, implementation, and assessment of
 440 mitigation core capabilities across the community.

441 As described in Section 5 (Coordinating Structures and Integration), the Federal
 442 Emergency Management Agency (FEMA) plays the lead role in coordinating Federal mitigation
 443 programs and monitoring the effectiveness of mitigation capabilities as they are developed and
 444 deployed.

445 **Exhibit 4: Mitigation Occurs Across Domains and the Whole Community**



446

447 **4.0 CORE CAPABILITIES**

448

Exhibit 5: Mitigation Core Capabilities

Row	Mitigation Core Capabilities
1	Community Resilience
2	Threat and Hazard Identification
3	Risk and Disaster Resilience Assessment
4	Planning
5	Long-Term Vulnerability Reduction
6	Operational Coordination
7	Public Information and Warning

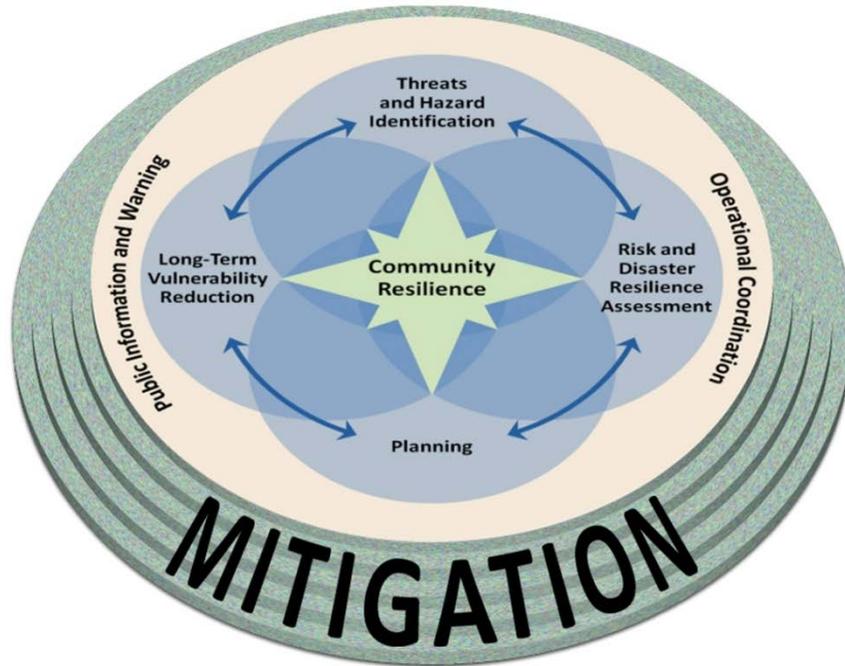
449 **INTRODUCTION TO MITIGATION CORE CAPABILITIES**

450 Building on the National Preparedness Goal, this section explains what each mitigation
 451 core capability entails, the context in which it is employed, and the key actions associated with it.
 452 This is not an exhaustive list of mitigation capabilities, but rather a description of the core

453 capabilities that should be developed and utilized across the Nation. Individuals and households,
 454 private sector and nongovernmental organizations, communities, and all levels of government
 455 should evaluate their particular risks and existing resources to determine whether and how to
 456 further develop and deploy these capabilities.

457

Exhibit 6: Relationship of Mitigation Core Capabilities



458

459 Threat and Hazard Identification and Risk and Disaster Resilience Assessment enable
 460 risk-based decisionmaking based on both general and localized information about threats,
 461 hazards, and vulnerabilities. The Planning process evaluates and prioritizes mitigation options
 462 for reducing risk, which are then implemented through Long-term Vulnerability Reduction. The
 463 whole community contributes to and benefits from Operational Coordination efforts to promote
 464 effective collaboration and avoid duplication of effort, while sharing information about risks and
 465 ongoing or recommended mitigation activities through Public Information and Warning.
 466 Community Resilience efforts enable each of the other capabilities by providing the leadership
 467 and collaboration necessary to identify, build support for, initiate, and sustain mitigation efforts
 468 that reflect the needs and priorities of all pertinent stakeholders.

469 Mitigation is a discipline in all of the National Preparedness mission areas. Risk
 470 management and resiliency activities take different forms for different mission areas but are
 471 based on mitigation principles and practices. In particular, threat and hazard identification and
 472 risk assessments become the basis for each of the other mission areas, setting the operational
 473 landscape before, during, and after an event, providing a clear understanding of the impacts from
 474 hazards, and providing an assessment of how resilient the built environment and community
 475 functions are. Effective mitigation reduces the impact and scale of hazards through implementing
 476 each of its core capabilities.

477

COMMUNITY RESILIENCE**Definition (Source: National Preparedness Goal):**

Lead the integrated effort to recognize, understand, communicate, plan, and address risks so that the community can develop a set of actions to accomplish Mitigation and improve resilience.

478

Capability Description

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For the Mitigation Framework, community resilience involves multiple capabilities, with communication, collaboration, and decentralized civic engagement down to the individual level. Through these capabilities, a community builds the skill sets it needs to understand and assess its risks and to plan and execute actions that reduce vulnerability over the long term. The community resilience process supports and orchestrates all mitigation capabilities to make communities more resilient and to consider the resilience of the whole community.

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489

Leaders at all levels are important messengers, models, and change agents to ensure the mitigation elements are included in plans and actions on a routine basis. A whole community approach to building sustainable and resilient communities requires finding ways to support and strengthen the institutions, assets, and networks that already work well in communities and are working on a daily basis to address issues important to community members.

490

Aspects of the Community Resilience Capability

491

Leadership: The ability to coalesce a group to make well-informed, timely decisions.

492

493

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498

A resilient community embodies the risk-based culture—one of vigilance and tireless assessment. Establishing community resilience often requires changes to the processes, the organizing of tasks, the prioritizing, and sometimes even the culture of a community's risk/emergency management structure. Leading such change, or merely maintaining the character of a resilient community, requires the internalization of mitigation principles and the ability to project a vision of the future—a vision that convinces community members of the folly of accepting the status quo, and a vision that reflects and can leverage local values.

499

500

501

Collaboration: A broad engagement and ongoing dialogue about threats and vulnerabilities and meaningful, sustained participation in community planning and decisionmaking.

502 Opportunities for mitigation draw together
 503 stakeholders with varied interests and backgrounds and
 504 depend on a commitment to collaboration. Maintaining
 505 an ongoing dialogue in a trusted environment is
 506 essential for connecting public and private sector
 507 interests, as well as individual and shared values,
 508 interests, and priorities across multiple communities.
 509 Bringing together the varied interests and abilities
 510 within any given community is a prerequisite to
 511 effectively identifying localized threats and hazards;
 512 understanding how the community's vulnerabilities
 513 affect the risks it faces; developing plans that reflect
 514 community priorities and have broad community
 515 support; efficiently tailoring and implementing
 516 vulnerability reduction measures; and communicating
 517 and coordinating operations with the full array of
 518 individual and organizational stakeholders.

519 For example, meaningful risk reduction
 520 measures will frequently include collaboration between
 521 private sector interests in community development,
 522 public sector or law enforcement interests in
 523 community safety, and various other interest groups,
 524 such as that of the disabled community. Creating an
 525 environment for capitalizing on shared interests and
 526 addressing differences is crucial to accomplishing
 527 resilience. Further collaboration includes public health
 528 departments, hospitals/hospital associations, behavioral
 529 health services, and other health services. A community
 530 will recover more quickly with an intact public health
 531 and medical system and medical providers are less
 532 likely to move out of the community following an
 533 event.

534 *Partnership Building: The establishment of*
 535 *ongoing relationships—well before, during, and*
 536 *after events— that support ongoing*
 537 *communication and awareness building, decisionmaking, and the implementation of*
 538 *plans and decisions.*

539 Partnership building is a key to resilient communities. Mitigation capabilities are
 540 coordinated through new and existing partnerships at all levels of government with the private
 541 sector and nongovernmental organizations. Partnerships facilitate the timely exchange of
 542 information and provide a potential source of shared resources through mutual aid and assistance
 543 agreements. The continued use of a partnership model promotes the coordinated delivery of
 544 mitigation capabilities.

Successful Partnerships

The **Silver Jackets Program** is an innovative program that brings together Federal, state, tribal, and local agencies to learn from one another and apply their knowledge to reduce risk. State agencies come together with Federal agencies, including the U.S. Army Corps of Engineers and FEMA, in a common forum to address flood risk management priorities. Silver Jackets programs are developed at the state level. There are currently 27 active state teams; the ultimate goal is to offer an interagency team in every state.

The **Institute for Business and Home Safety** conducts objective scientific research to identify and promote effective actions that strengthen homes, businesses, and communities against natural disasters and other causes of loss. Members are insurers and reinsurers that conduct business in the United States or reinsure risks located in the United States. Affiliate membership is open to brokers, managing general agents, and independent agents. Associate membership is open to all others who support their mission.

The Federal Bureau of Investigation's (**FBI's**) **National Security Business Alliance Council** was established to further partnerships with leading defense companies who are stakeholders of key technologies targeted by foreign adversaries.

545 Partnerships also support a vital educational component, transferring mitigation
546 information within communities and supporting a variety of skill sets and stakeholders.

547 *Education and Skill Building*

548 Resilient communities share and rely on existing education and outreach tools and create
549 their own opportunities to advance mitigation. Resilient communities are also capable of
550 adapting to change and can integrate new information or educate communities on how to change
551 systems to improve their resiliency. Partnerships and professional groups (e.g., the National
552 Emergency Managers Association and the Association of State Floodplain Managers) capture
553 mitigation success stories from communities across the country, share experience, and develop
554 new resources and skills within their own communities. There is a wealth of information on risk
555 reduction activity at the community level (available from Federal, state, and local government
556 sources), as well as a wide range of education and outreach material available from communities
557 with expertise. Resilient communities leverage these resources and integrate them into their
558 training and outreach efforts. Academic institutions, professional certification groups, and
559 graduate programs have a unique opportunity to incorporate resilience topics into their
560 curriculum, affecting education in multiple disciplines.

561 *Objectives and Key Actions*

- 562 • Inspire and empower accountable action. Individuals and private organizations
563 engage with government at all levels to make resilience happen.
- 564 • Foster social, environmental, and economic resilience in every community to increase
565 the capacity of the community to thrive through all kinds of change.
- 566 • Know how your community works and how to build partnerships and affect change.
- 567 • Understand the full gamut of risks facing a community, including physical, social,
568 economic, and environmental vulnerabilities to all hazards.
- 569 • Foster sustained communication, civic engagement, and the development and
570 implementation of long-term risk reduction actions in the whole community.
- 571 • Convince communities of the value of mitigation for reducing the impact of disasters
572 and the scale of response and recovery efforts.
- 573 • Identify and promote incentives, not just regulatory compliance. Reward sound
574 choices and identify bad ones.
- 575 • Recognize the interdependent nature of a community's domains. Community
576 resilience is expressed through a holistic approach to risk reduction, and the success
577 of one element relies upon the resilience capacity of other elements. For example,
578 when a large business facility is retrofitted to account for wind and flood hazards, the
579 community also strengthens area schools, employee housing, and transportation
580 infrastructure to ensure that workers will be able to quickly rebound from an event
581 and return to work.
- 582 • Acknowledge that the skill sets and leadership structures for different hazards and
583 communities of practice (law enforcement, local businesses) may change, but the
584 need for leadership, collaboration, and partnership is the same.

- 585 • Build relationships before disasters or incidents occur.
- 586 • Learn from the past and from what is working in the present.
- 587 • Educate the next generation of community leaders and resilience professionals.
- 588 • Acknowledge and seek out naturally occurring relationships within communities.

589 **THREAT AND HAZARD IDENTIFICATION**

Definition (Source: National Preparedness Goal):

Identify the threats and hazards that occur in the geographic area; determine the frequency and magnitude; and incorporate this into analysis and planning processes so as to clearly understand the needs of a community or entity.

590

591 *Capability Description*

592 In the context of mitigation, this capability involves continually collecting timely and
593 accurate data on threats and hazards to meet the needs of analysts and decision makers in the
594 public and private sectors who will put it to use.

595 Threat and Hazard Identification relies on both top-down and bottom-up data
596 collaboration. The bottom-up approach requires proactive, self-reliant, and empowered
597 communities to gather data. Partners at all levels in the community make use of local data, and
598 national-level models and tools are refined by more specific local data. The top-down approach
599 relies on existing national data that can be reinforced and verified at the local level. Both
600 approaches generate a strategic, holistic picture that can be shared and acted upon by the whole
601 community.

602 Effective Threat and Hazard Identification requires standardized data sets, platforms,
603 methodologies, terminologies, metrics, and reporting to unify levels of effort across all layers of
604 government and society, reducing duplication and redundancies. Threat and Hazard
605 Identification also requires the ability to synthesize real-time, static, and historical data to
606 accurately assess risk.

607 *Objectives and Key Actions*

- 608 • Gather required data in a timely and accurate manner in order to effectively identify
609 threats and hazards.
- 610 • Ensure that the data are received by the right people at the right time and can be used
611 by the whole community.
- 612 • Share natural hazards data in a transparent and accessible way across communities.
- 613 • Strike a proper balance between dissemination and classification of national security
614 and intelligence information.
- 615 • Build cooperation between the private and public sectors by protecting internal
616 interests but sharing threat and hazard identification resources and benefits.
- 617 • Leverage third-party, social media, and open-source technology.

- 618 • Translate data into meaningful and actionable information through appropriate
619 analysis and collection tools.

620 **RISK AND DISASTER RESILIENCE ASSESSMENT**

Definition (Source: National Preparedness Goal):

Assess risk and disaster resilience so that decision makers, responders, and community members can take informed action to reduce their entity’s risk and increase their resilience.

621

622 *Capability Description*

623 Risk and Disaster Resilience Assessment is the evaluation of threats, hazards,
624 vulnerabilities, and resilience to define and prioritize risks so that decision makers, responders,
625 and community members can take informed actions that increase their resilience. Such an
626 assessment directly connects threat and hazard data and information in order to analyze and
627 understand the potential impacts on a community. A robust Risk and Disaster Resilience
628 Assessment capability provides the foundation for the Nation to compare risks from disparate
629 threats and hazards across a variety of communities and jurisdictions. It also serves as the basis
630 for prioritizing preparedness efforts at all levels of the whole community.

631 A clear understanding of the magnitude and likelihood of hazards and threats, combined
632 with knowledge of housing, infrastructure, health and social services, economics, natural and
633 cultural resources, formal and informal networks, and all the capacities and components of a
634 community will reveal vulnerabilities and provide the basis for planning and actions to reduce
635 risk. Assessments of risk are relevant and credible when communities are able to connect
636 identified threat and hazard data to an in-depth understanding of their community.

637 Resilience assessment includes analyzing the community resources, needs, abilities,
638 authorities, and capacity elements and components to further identify resiliency and
639 vulnerability.

640 *Objectives and Key Actions*

641 *Data*

- 642 • Share risk assessment data, both new and existing, to establish common operations
643 across mission areas and standardized data requirements and guidance.
- 644 • Provide the right data to the right people at the right time.
- 645 • Incorporate vulnerability data sets such as population, demographic, infrastructure
646 inventory and condition assessment information, critical infrastructure, lifelines, key
647 resources, building stock, and economic data to calculate the risk from the threats and
648 hazards identified.
- 649 • Establish standard data formats to enable sharing of vulnerability data and risk
650 assessment outputs.
- 651 • Update risk assessments to reassess the risk and incorporate changes in the following
652 areas: the physical environment, aging infrastructure, new development, new

653 mitigation projects and initiatives, post-event verification/validation, new
 654 technologies or improved methodologies, and better or more up-to-date data.

655 *Analysis*

- 656 • Consolidate analysis efforts to remove redundancy and provide a more uniform
 657 picture of the risks.
- 658 • Develop faster analysis tools to provide data more quickly to those who need it.
- 659 • Validate, calibrate, and enhance risk assessments by relying on experience and
 660 knowledge beyond raw data or models.
- 661 • Take advantage of the lessons learned and knowledge gained by those who have
 662 experienced events to help understand all the interdependencies, cascading impacts,
 663 and vulnerabilities from threats and hazards.
- 664 • Understand social, as well as structural, vulnerabilities.

665 *Education and Training*

- 666 • Build the capability within communities to analyze and assess risk and resilience.
- 667 • Train for the development of risk assessments to help with the standardization of the
 668 assessment outputs.
- 669 • Create a risk-driven culture through robust analysis.
- 670 • Ensure that data users and assessment stakeholders know where to get data and what
 671 to do with it.
- 672 • Train stakeholders to have the same accurate and comprehensive standards of risk
 673 assessment.
- 674 • Use risk assessments to design exercises for response activities and to determine the
 675 feasibility of mitigation projects and initiatives.

676 **PLANNING**

Definition (Source: National Preparedness Goal):

Conduct a systematic process, engaging the whole community as appropriate, in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.

677

678 *Capability Description*

679 Planning is vital to mitigation, whether it happens at the individual level; in
 680 neighborhoods, cities, regions, or states; at the national level; or in groups that do not share the
 681 same geographic area. Planning, as part of the Mitigation Framework, is a systematic process
 682 that turns risk assessment into prioritized goals and actions for the whole community.

683 The Planning process is a tool to integrate risk analysis and assessment of local resources
 684 and authorities into community priorities and decisionmaking. This includes development of
 685 Family Emergency Plans, Comprehensive or Land-use Plans, Critical Infrastructure Plans,

686 Transportation Plans, Capital Improvement Plans (and their budgets), Business Improvement
 687 District plans, Energy Assurance Plans, Public Health Plans, and of course Multi-hazard
 688 Mitigation Plans. For this reason, it is vital that plans effectively reflect the values of the whole
 689 community when assessing and planning for risks. A more comprehensive analysis of risk will
 690 drive a better plan. Federal, local, individual, and private sector partners all bring valuable
 691 expertise and resources to the table when developing and executing plans. Planning teams should
 692 represent a broad spectrum of the population, both public and private, such that plans result in
 693 strategies and actions that are more meaningful and relevant to the mitigation process and to the
 694 whole community.

695 Federal agencies, states, businesses, individuals, and groups all develop plans for how
 696 they will increase their resiliency. Integrating planning efforts across sectors and disciplines and
 697 sharing risk analysis and vulnerability assessments eliminates redundancy and identifies common
 698 solutions.

699 Planning is more effective when it is driven by local need rather than by Federal
 700 mandates. Wherever possible, mitigation planning should capitalize on existing community
 701 efforts (i.e., Sustainability Plans, Climate Adaptation Plans, Multi-hazard Mitigation Plans,
 702 Disaster Response and Recovery Plans, and Land-use Plans) and must be specific to the
 703 community's immediate and long-term needs. Good plans are living documents that evolve over
 704 time and address new risks and vulnerabilities as they arise.

705 ***Objectives and Key Actions***

706 Within a mitigation mindset, the Planning process identifies vulnerabilities, incorporates
 707 uniform risk data, assesses risks, and develops strategies and actions that will lead to a more
 708 resilient community and Nation. Objectives and key actions may include:

- 709 • Creating a planning process that is ongoing and builds on itself—focusing a
 710 community's capabilities on risk-based decisions.
- 711 • Collaborating, cooperating, and building consensus across other disciplines that
 712 impact plans.
- 713 • Seeking out and incorporating multiple stakeholders in planning efforts. Partnerships
 714 with governmental agencies, universities, national professional organizations,
 715 nongovernmental organizations, the private sector, and other community-based
 716 organizations can facilitate capacity-building activities, such as data collection, and
 717 also expansion of valuable resources for planning and decisionmaking.
- 718 • Identifying public-private partnerships to promote resiliency and maximize utilization
 719 of available resources.
- 720 • Promoting planning initiatives through multiple sources of existing media and
 721 emerging social media venues.
- 722 • Sharing success stories where resilience-based planning has demonstrated
 723 measureable effectiveness in creating economic vitality in communities.
- 724 • Building on the expertise, knowledge, and systems in place.
- 725 • Engaging in a peer-to-peer mentoring structure that promotes best practices.

726 Successes in the risk-based planning effort should demonstrate effectiveness and be
 727 measureable in the economic vitality of the community.

728 *Successful Planning Practices*

- 729 • Taking action before a disaster.
- 730 • Improved/strengthened building codes that were specifically identified during risk
 731 assessments.
- 732 • Improved emergency response and recovery plans that engage not only the
 733 responsible leadership, but also community stakeholders and the public.
- 734 • The encouragement and fostering of mutual aid compacts with neighboring
 735 communities.
- 736 • Multi-objective management of resources.
- 737 • Risk-oriented zoning and/or risk-oriented land-use regulations.
- 738 • Safe growth audits.
- 739 • Promotion of planning initiatives via communication, education and outreach in order
 740 to develop a risk-based culture.
- 741 • Continuing monitoring and evaluation.
- 742 • Being strategic and opportunistic (planning happens in various forums).
- 743 • Understanding that champions are vital.
- 744 • Accounting for stakeholder values in light of hazard mitigation (find planning
 745 initiatives that build off other community values).
- 746 • Evaluation of opportunities in the comprehensive plan or other plans.

747 **LONG-TERM VULNERABILITY REDUCTION**

Definition (Source: National Preparedness Goal):
 Build and sustain resilient systems, communities, and critical infrastructure and key resources lifelines so as to reduce their vulnerability to natural, technological, and human-caused incidents by lessening the likelihood, severity, and duration of the adverse consequences related to the incident.

748

749 *Capability Description*

750 Long-term Vulnerability Reduction embodies all actions that reduce vulnerability. A
 751 resilient community has taken stock of the threats and hazards that face it, has analyzed its
 752 available resources, processes, programs, and funding opportunities, and then considered
 753 successful practices as it promotes individual and community safety and resilience. The result is
 754 informed action that leads to lasting reductions in a community’s vulnerability.

755 Building this capability enhances resilience and vitality across all mitigation domains—
 756 economic, housing, health and social, natural and cultural resources, and infrastructure—and
 757 lessens the effects of natural, accidental, or adversarial incidents. Reducing vulnerability over the

758 long term can be as varied as including mitigation measures in construction and development
 759 plans and projects, adopting and enforcing hazard-resilient building codes and standards, or
 760 initiating and maintaining a neighborhood watch program.

761 Long-term Vulnerability Reduction requires a commitment to the long-term planning and
 762 investment processes to ensure community resilience and vitality after an incident or event.
 763 Community partners and stakeholders must be engaged and educated on risks, vulnerabilities,
 764 and mitigation activities and share necessary resources, avoiding duplication of effort. The result
 765 is a safer community that is less reliant on external financial assistance.

766 ***Objectives and Key Actions***

767 Mitigation actions are successfully implemented with commitment from the whole
 768 community. Engaging the whole community with a stake in vulnerability reduction ensures that
 769 public and private entities (including individuals) are invested, fully active partners.

770 *Individual and Local Community*

- 771 • Increase awareness of hazards and take appropriate actions to reduce risk.
- 772 • Develop plans, and recognize that a more prepared individual (or family) is the
 773 foundation of a more resilient community.
- 774 • Foster a culture of individual responsibility and community resilience.
- 775 • Promote neighborhood activities, such as participation in awareness campaigns and
 776 incorporating long-term vulnerability reduction recommendations.
- 777 • Adopt and enforce a suitable building code to ensure resilient construction.
- 778 • Capitalize on opportunities during the recovery building process to further reduce
 779 vulnerability.

780 *Private Sector and Government*

- 781 • Put community plans to work. Execute identified risk management priorities and
 782 actions from analysis and planning processes in the community.
- 783 • Make risk reduction a priority in capital improvement projects.
- 784 • Understand and capitalize on the potential returns on investment from resilient
 785 actions.
- 786 • Create a culture of awareness and incorporating long-term vulnerability reduction
 787 activities.
- 788 • Employ a variety of incentives, statutory and regulatory requirements, and voluntary
 789 initiatives to implement successful practices throughout communities.
- 790 • Be transparent and explicit about mitigation efforts in order to increase and sustain
 791 whole community investment, reduce duplication of effort, and encourage
 792 complementary efforts by partners.

- 793 • Improve and share practices and tools across the whole community. Research and
794 development of these capabilities should be based on their value, not the visibility of
795 their results.
- 796 • Promote effective mitigation through leadership by example and the establishment of
797 voluntary standards and practices.
- 798 • Incorporate successful practices into community actions.
- 799 • Capitalize on opportunities during the recovery building process to further reduce
800 vulnerability.

801 **OPERATIONAL COORDINATION**

Definition (Source: National Preparedness Goal):

Establish and maintain a unified and coordinated operation structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.

802

803 ***Capability Description***

804 Incorporating mitigation efforts, as well as response and recovery efforts following
805 disasters, into everyday activity requires operational coordination. Operational Coordination is
806 an important component in achieving successful mitigation through coordinating structures (see
807 Section 5, Coordinating Structures and Integration) that connect mitigation practitioners with
808 other communities of interest, practice, and expertise. Operational Coordination is fundamental
809 to all the other mitigation capabilities and is necessary to build whole community resilience.

810 More specifically, Operational Coordination is the conduit to and from stakeholders. It
811 leverages other Mitigation capabilities and other mission areas to promote resource sharing,
812 collaboration, and whole community mitigation. This core capability could be a physical entity
813 but could also be a policy or guidance document that outlines procedures and protocols.
814 Effective Operational Coordination enables efficient and timely information flow but also
815 contains a feedback mechanism that incorporates improvements back into the governing process
816 and structures.

817 Some threats, hazards, or disasters require highly disciplined and uniform operational
818 coordination. This is particularly true during initial response and recovery activities, where
819 incident command and control structures are in place to ensure the safety of responders and
820 provide continuity and accountability for survivors.

821 Other situations, such as daily building enforcement operations or community planning
822 efforts, are more decentralized and organic in their coordinating structures, bringing together
823 varied and complex stakeholders with unique authorities and responsibilities.

824 Whatever the coordination required, mitigation works effectively as part of all
825 operational environments and brings risk-informed decisions to support activity across the whole
826 community of national preparedness.

827 ***Objectives and Key Actions***

828 *Steady State/Ongoing Operations*

- 829 • Establish protocols that support mitigation capabilities within all states, territories,
830 and municipalities in coordination with Federal agencies.
- 831 • Clarify mitigation roles and responsibilities in every community.
- 832 • Build a coordinated delivery of mitigation capabilities that support the needs of
833 resilient communities.
- 834 • Recognize the complexity of various interest groups and integrate organizations
835 across communities.

836 *Event-Driven Operations*

- 837 • Emphasize mitigation techniques integration into incident response National Incident
838 Management System (NIMS) Incident Command System (ICS) planning cycles by
839 command and staff representatives.
- 840 • Leverage mitigation products and capabilities to support incident operations.
- 841 • Capitalize on event-specific opportunities for mitigation actions.

842 *Change Management*

- 843 • Adapt to evolving risks and changing conditions.
- 844 • Look for ways to include new stakeholders in mitigation capabilities.

845 **PUBLIC INFORMATION AND WARNING**

Definition (Source: National Preparedness Goal):

Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.

846

847 ***Capability Description***

848 Effective mitigation is powered throughout its capabilities by risk-informed
849 decisionmaking. For mitigation, Public Information and Warning includes all information
850 targeted toward creating resilient communities. The whole community shares information;
851 communicates analytic products; conducts outreach, engagement, and education; and builds
852 consensus as part of ongoing actions. This capability also provides a continuous flow of
853 actionable risk and hazard information to the whole community, in particular to those persons
854 that influence (authorize) action before and following a disaster and drive risk-informed recovery
855 decisions.

856 Timely, accurate, and open information sharing, along with mutual regard and respect for
857 all stakeholders, provides the foundation for effective engagement. The most critical elements of
858 information concerning hazards, risk, responsibilities, smart practices, preventive measures,

859 situational awareness, capabilities, and available assistance should be clearly and openly
860 communicated to the whole community.

861 Across the broad range of Mitigation stakeholders, the types and methods of information
862 transfer will include:

- 863 • Grass-roots, individual/community-originated communication.
- 864 • Local-to-local internal (to their own constituencies).
- 865 • Local-to-local external—peer mentoring.
- 866 • Education and outreach.
- 867 • Communication via Federal programs.
- 868 • Public-private communications, including partnerships (e.g., coordination of resilient
869 systems—infrastructure, built environment, social environment—in development
870 projects).
- 871 • One-directional communications (regulations, warnings, forecasts, and technical
872 guidance).

873 A broad range of communication tools and techniques tailored to the circumstance and
874 audiences drives Mitigation capabilities. Driving informed action throughout the adaptive cycle
875 of mitigation requires a broad range of communication tools and techniques tailored to the
876 circumstance and audiences.

877 ***Objectives and Key Actions***

878 *Steady State/Ongoing Operations*

- 879 • Communicate priorities and actions identified through risk analysis and plans to
880 stakeholders and those expected to take action to reduce risk.
- 881 • Refine and consider options to publicly release potentially sensitive risk information.
- 882 • Leverage and maintain engagement through social media, Web sites, and
883 technological mechanisms such as Ready.gov and smart phone applications to inform
884 the public of actions to take to connect preparedness to resilience.
- 885 • Practice science-based methodologies such as community-based social marketing to
886 create behavior change.
- 887 • Promote mitigation and resilience to the public through a national campaign to
888 increase public awareness and motivate individual citizens to build societal resilience
889 prior to an event.
- 890 • Communicate resilience innovation as a value proposition to stakeholders. Encourage
891 private and public sector partners to work together to communicate the benefits of
892 mitigation action and arrive at solutions.
- 893 • Support and expand communities that develop consensus risk reduction products
894 (e.g., building codes, design standards, floodplain management principles and
895 practices, etc.) and make them available.

896 *Event-Driven Operations*

- 897 • Share prompt and actionable messages, to include specific hazard and threat public
898 alert systems as appropriate to aid in the preparedness of imminent or follow-on
899 events.
- 900 • Share information obtained through coordinating activities to inform response and
901 recovery decisionmaking by effectively communicating threat and hazard risk
902 analysis such as that included in a Threat and Hazard Identification and Risk
903 Assessment or the Federal Bureau of Investigation (FBI) Annual Threat Report.
- 904 • Outreach through atypical partners.
- 905 • Coordinate the release of timely event-specific information following a natural,
906 technological, or man-made disaster to take advantage of the media information cycle
907 to influence public opinion to take steps toward future mitigation.
- 908 • Capitalize on the critical post-disaster window of opportunity for communicating risk
909 and risk reduction action to mitigate against future hazards and threats.

910 *Change Management*

- 911 • Address evolving risk perception and risk communication within a community.

912 **5.0 COORDINATING STRUCTURES AND INTEGRATION**

913 **INTRODUCTION TO COORDINATING STRUCTURES**

914 Coordinating structures are organizations, agencies, groups, committees, and teams that
915 carry out activities in support of building resiliency at the national, regional, and local levels.
916 Coordinating structures provide a context within which the appropriate level of engagement can
917 be determined. They provide guidance, support, and integration in order to facilitate community
918 preparedness by delivering the core capabilities. They encourage ongoing communication and
919 coordination of all involved parties. Coordinating structures come in many forms and generally
920 include representatives from the public sector, private sector organizations, including nonprofits
921 and nongovernmental organizations, and individuals. At the Federal level, multiple departments
922 or agencies are involved.

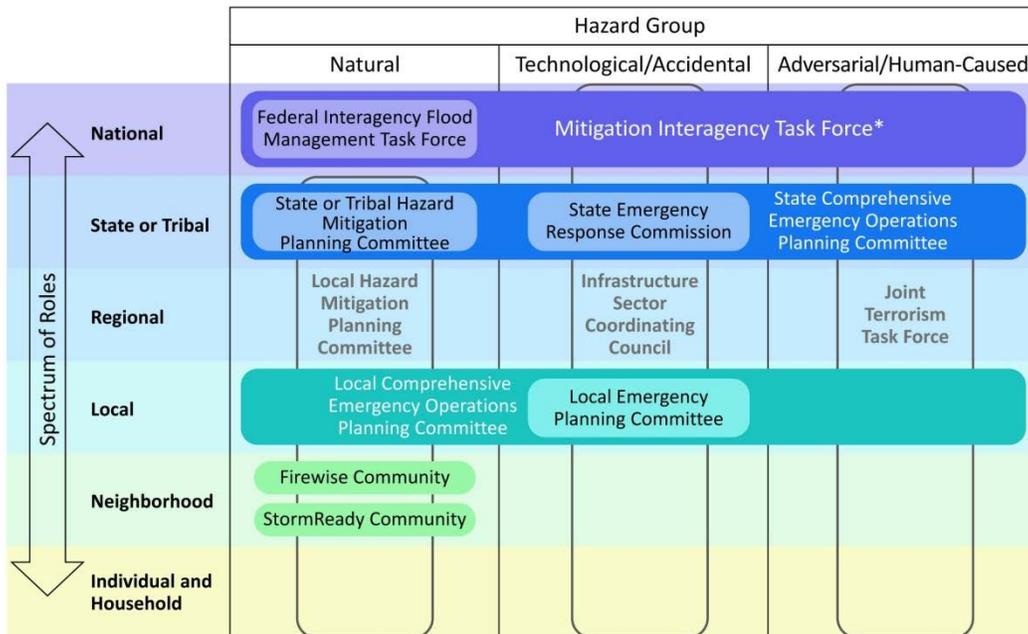
923 Mitigation is most successful when it is woven throughout and embraced by all the
924 existing coordination structures—the structures explicitly within the Mitigation Mission Area as
925 well as the structures supporting prevention, protection, response, and recovery. The Mitigation
926 Framework builds on scalable, flexible, and adaptable coordinating structures to deliver the core
927 capabilities. Given the risk-based premise (rather than the event-based focus of other
928 frameworks), the coordinating structures required for mitigation take on both formal and organic
929 characteristics. The preponderance of the coordinating structures originates and is sustained at a
930 regional and local scale. These structures must adapt to the character of those they serve and will
931 take on different emphases that reflect the level of vitality currently in place. Structures in
932 communities that are expanding their economic base would have different priorities than the
933 structures in communities recovering from a disaster or economic downturn.

934 Depending on the hazard group, the level of engagement required by a given role varies.
935 Some structures can be isolated within a hazard group or across the spectrum of roles, while

936 others act vertically or horizontally. For adversarial hazards, national-level organizations play a
 937 predominant role, along with information and coordination that flows from individuals and
 938 neighborhoods. For natural hazards, local and regional entities play the predominant role, with
 939 national structures stepping in when requirements exceed local and regional capabilities.
 940 Technological hazards rely on national, regional, and state structures. For example, within the
 941 private sector, a given corporation may engage at multiple geographic levels to the
 942 corresponding threats and hazards for those areas. There may be operational and strategic
 943 structures at a national corporate level, yet their specific sites may engage at a neighborhood or
 944 local geographic level as well.

945 The coordinating structures for Mitigation need to have a focus on changing the culture
 946 of the Nation from one where decisions are made without an awareness of the risks to one where
 947 all planning, decisionmaking, and development occur with risk management mitigation
 948 embedded to reduce the Nation’s risk and associated consequences. This is true regardless of the
 949 level of the coordinating structure or whether it spans horizontally at the local level or across all
 950 levels from the individual through the national level. Coordinating structures at the national
 951 level, particularly the Federal Government, need to endeavor to make Federal programs more
 952 accessible and reduce the amount of time it takes to go through processes and requirements.

953 **Exhibit 7: Examples of Coordinating Structures**



*New coordinating structure

954
 955 The decision to build better, stronger, and smarter must be made ahead of the event. The
 956 budgeting process at the state and local level is important for mitigation to be successful in our
 957 communities. The allocation of resources to minimize risks and make the economic vitality of
 958 communities more sustainable is a wise investment. It shows commitment to ensuring a
 959 community and its people, businesses, government, and services can function again immediately
 960 after a disaster.

961 **LINKAGES TO OTHER MISSION AREA COORDINATING STRUCTURES**

962 While the Mitigation Framework focuses on risk rather than events, the mitigation
 963 capabilities serve critical roles that inform prevention, protection, response, and recovery efforts.
 964 During events, the focus must be on public safety and response, but mitigation is present even at
 965 this time and will align to the coordinating structure in place for the response phase through the
 966 Response mission area. In the immediate aftermath of an event there is tremendous opportunity
 967 to identify new, unforeseen hazards and develop and implement mitigation techniques in
 968 preparation for potential future events. After an event, there is political will, immediate
 969 experience, and great teaching moments that promote mitigation strategies and successful
 970 practices. The coordinating structures must take advantage of this, either through the Response
 971 or Mitigation coordinating structures, to ensure that the opportunities available during this
 972 unique time are capitalized on and captured.

973 As the transition from response to recovery occurs, mitigation will transition from the
 974 Response coordinating structures to the Recovery coordinating structures. This is to ensure that
 975 mitigation activities are embedded in the recovery process and that every opportunity is taken to
 976 rebuild stronger and smarter in a way that increases the resilience of our communities and
 977 sustains the economic vitality that is developed before— and recovered after—an event.

978 **NEIGHBORHOOD AND LOCAL COORDINATING STRUCTURES**

979 Local communities each have a specific character and set of laws that reflect their
 980 history, constituents, and geography. Appreciating these characteristics and the fact that the vast
 981 majority of mitigation plays out at a local level, no single set of coordinating structures can be
 982 directed from a national framework that would predictably produce the necessary unified effort
 983 in a community. The Mitigation Framework seeks to leverage, not dismiss, the organic structures
 984 within a community that can advance long-term resilience and community vitality. These
 985 include, but are not limited to, economic development commissions, private development
 986 enterprises, planning commissions, community emergency response teams, faith-based
 987 organizations, service groups, voluntary organization, public schools, mutual aid compacts, and
 988 local mitigation committees. In some contexts, it may be appropriate to establish neighborhood-
 989 level resilience teams that focus on the long-term vitality across the economic, health and social,
 990 housing, infrastructure, and natural and cultural resources domains.

991 Through multi-jurisdictional, state, sector, and national coordinating structures, specific
 992 efforts should be made to generate and sustain these neighborhood and local coordinating
 993 structures, which in turn help to build a community’s economic vitality and sustainability.

994 **MULTI-JURISDICTIONAL, STATE, AND SECTOR COORDINATING**
 995 **STRUCTURES**

996 Reflecting local realities, the multi-jurisdictional, state, and sector coordinating structures
 997 take on the character of the people and geography they serve. A set of structures have long been
 998 in place that serve to advance mitigation.

999 Through the Mitigation Framework, specific efforts will be made to leverage and, where
 1000 appropriate, expand the scope of existing structures to advance mitigation capabilities. National
 1001 associations (e.g., the International Code Council, National Association of Counties, Business
 1002 Executives for National Security, American Society of Civil Engineers, and Homeland Security

1003 Consortium) and hazard-specific coalitions (e.g., the Earthquake Engineering Research Institute,
 1004 Association of State Floodplain Managers, National Association of Flood and Stormwater
 1005 Management Agencies, National Emergency Management Association, , Natural Hazard
 1006 Mitigation Association, and Western States Seismic Policy Council) offer particularly strong
 1007 avenues to advance and coordinate mitigation capabilities.

1008 Existing structures such as, but not limited to, State Hazard Mitigation Planning
 1009 Committees, long-term recovery task forces, domestic security groups, water conservation
 1010 boards, coastal commissions, and regional/metropolitan planning organizations can all advance
 1011 elements of mitigation capabilities as well. Fusion Centers and Joint Terrorism Task Forces can
 1012 take particular advantage of threat, hazard, risk, and resilience data generated through mitigation
 1013 capabilities.

1014 Each of the Nation’s 18 infrastructure sectors has Coordinating Councils that should
 1015 increase their attention to resilience and the deployment of mitigation capabilities. Leveraging
 1016 the efforts of the State, Territorial, Tribal, and Local Government Coordinating Council, the
 1017 Sector Coordinating Councils can encourage multi-jurisdictional and cross-sector leadership and
 1018 decisionmaking.

1019 Even with all the value these existing structures offer, additional integrating structures
 1020 may be necessary. The Silver Jackets program developed through the U.S. Army Corps of
 1021 Engineers serves as a prototype for this type of integrating structure at the regional/state level,
 1022 while acknowledging that this will take on different forms, shapes, and names in each state or
 1023 watershed. Effective and continuous collaboration between Federal and state agencies is critical
 1024 to successfully reducing the risk of flooding and other natural disasters in the United States and
 1025 enhancing response and recovery efforts when such events do occur. No single agency has all the
 1026 answers, but often multiple programs can be leveraged to provide a cohesive solution. Each of
 1027 these entities brings a cross-section of leaders from the whole community that breaks down
 1028 barriers and aligns common endeavors to gain the greatest value for the people they serve. The
 1029 Silver Jackets program provides a construct to consistently bring together multiple Federal, state,
 1030 and sometimes tribal and local agencies to learn from one another and apply their knowledge to
 1031 reduce risk.

1032 **NATIONAL COORDINATING STRUCTURE**

1033 While the preponderance of mitigation and the investment therein flows from the regional
 1034 and local level, Federal agencies play a critical role in supporting and incentivizing these actions
 1035 in the use of Federal resources. A Mitigation Interagency Task Force (MIT-Force) is being
 1036 established to coordinate mitigation programs across the Federal Government and monitor the
 1037 effectiveness of mitigation capabilities as they are developed and deployed. The MIT-Force
 1038 includes relevant Federal agencies; state, tribal, and local organizations; private industry; and the
 1039 American Red Cross. It is chaired by the Administrator of FEMA.

1040 Federal representatives on the MIT-Force include, but are not limited to, senior officials
 1041 from the Departments of Agriculture, Commerce, Defense, Energy, Health and Human Services,
 1042 Homeland Security, Housing and Urban Development, Interior, Justice, and Transportation, as
 1043 well as the Small Business Administration and the Environmental Protection Agency. Consistent
 1044 with Presidential Policy Directive 1, *Organization of the National Security Council System*, the
 1045 MIT-Force will coordinate with the relevant National Security Council Interagency Policy

1046 Committees. The MIT-Force will have at least an equal number of non-Federal members to
 1047 ensure appropriate integration of Federal efforts with state, tribal, local, and private industry
 1048 efforts.

1049 Private industry representation on the MIT-Force will come through the Critical
 1050 Infrastructure Partnership Advisory Council (CIPAC), which was established by the Department
 1051 of Homeland Security to facilitate effective coordination between Federal infrastructure
 1052 protection programs with the infrastructure protection activities of the private sector and of state,
 1053 tribal, and local governments. The CIPAC represents a partnership between government and
 1054 critical infrastructure owners and operators and provides a forum in which they can engage in a
 1055 broad spectrum of activities to support and coordinate critical infrastructure protection.

1056 The MIT-Force shall be the definitive coordinating structure for Federal efforts. Related
 1057 councils, task forces, and committees shall come under the overall coordinating efforts of the
 1058 MIT-Force. This includes such entities as the Federal Interagency Floodplain Management Task
 1059 Force. Learning from the Silver Jackets, coordinating structures within participating structures
 1060 should be reported to the MIT-Force. Through the MIT-Force, direct integration with the
 1061 Recovery Framework coordination structures shall occur. Within the MIT-Force, functional
 1062 teams covering the economic, health and social, housing, infrastructure, and natural and cultural
 1063 resources domains should be established that will align with the corresponding Recovery Support
 1064 Functions. Nothing about the formation and operation of the MIT-Force is intended to alter or
 1065 impede the ability of executive departments and agencies to carry out their authorities or perform
 1066 their responsibilities under law and consistent with applicable legal authorities and other
 1067 Presidential guidance.

1068 **6.0 GUIDANCE FOR MORE DETAILED PLANNING IN SUPPORT OF THE MISSION** 1069 **AREA**

1070 This Mitigation Framework serves as key doctrine on how disasters are mitigated in the
 1071 National Preparedness System. To transition this doctrine into synchronized roles and
 1072 responsibilities, PPD-8 directs the development of Interagency Operational Plans (IOPs) to
 1073 support each national planning framework. Each IOP will describe the operations for integrating
 1074 and aligning existing national-level Federal capabilities to support mitigation activities
 1075 throughout all levels of government and sectors of society.

1076 PPD-8 also directs the development of department-level operational plans to support each
 1077 IOP, as deemed necessary by the respective department or agency. These plans will describe the
 1078 delivery of mitigation capabilities to fulfill the entity's responsibilities as outlined in the
 1079 Framework and IOP.

1080 **INTERAGENCY OPERATIONAL PLANNING (IOP)**

1081 The goal of the IOP is to achieve the desired end-state for Mitigation (in addition to those
 1082 of other mission areas if framework IOPs will be combined) as described in the National
 1083 Preparedness Goal through the delivery of the core capabilities described in this Framework.
 1084 Objectives based on the capability targets listed in the National Preparedness Goal shall be
 1085 included in the IOP.

1086 Synchronization and integration of the Mitigation and other IOPs with the remaining
 1087 mission area IOPs is critical to achieving a unified system and approach. This includes horizontal

1088 and vertical integration across plans as well as among core capabilities. Synchronizing core
1089 capabilities across mission areas should at a minimum address three integrating and coordinating
1090 factors: risk; command, control, and coordination; and resources. In addition to aligning and
1091 integrating plans, the IOP must describe processes for ongoing interagency coordination,
1092 planning, information sharing, and coordinated program implementation.

1093 Building on the relationships and coordination mechanisms that were developed while
1094 preparing the Framework, whole community engagement shall be continued during development
1095 of the IOP. In addition to including diverse representation (e.g., people with disabilities and
1096 access and functional needs) during the planning process, the voices of these specific populations
1097 need to permeate throughout the IOP and demonstrate a commitment to delivering core
1098 capabilities that will serve the entire Nation.

1099 *IOP Structure and Contents*

1100 The IOP should begin with a list and brief description of planning assumptions that
1101 establish context for the Concept of Operations, Authorities and References, and Annexes
1102 sections. Next, the Concept of Operations section will describe how Federal capabilities that
1103 support mitigation activities throughout the whole community will be integrated, synchronized,
1104 managed, and delivered. It will include organizing and assigning responsibilities and will
1105 identify primary and supporting Federal departments and agencies based on existing authorities.
1106 Critical tasks, responsibilities, assignments, and resources, and a supporting resource structure
1107 for executing those tasks with detailed resource, personnel, and sourcing requirements will be
1108 generated for each Federal department and agency. Responsibilities of specific coordinating
1109 structures that are required to ensure the delivery of mitigation core capabilities will be identified
1110 and will include their role during the steady state, response, and recovery phases. For the support
1111 mitigation capabilities provided to response and recovery, thresholds for activation will need to
1112 be identified. The IOP must also describe how structures that deliver mitigation core capabilities
1113 and resources during response and recovery will be integrated with and support the established
1114 coordinating structures of those mission areas.

1115 After describing the Concept of Operations, the IOP must list relevant authorities and
1116 references to other resources, including laws, statutes, ordinances, executive orders, regulations,
1117 and formal agreements relevant to mitigation. The list should also specify the extent and limits of
1118 the authorities granted, including the conditions under which these authorities become effective.
1119 Provisions for continuity of operations and continuity of government should be included as well.

1120 *IOP Review Cycle*

1121 The IOP needs to describe a review cycle with a clear frequency and timeline, monitoring
1122 process, and assigned roles and responsibilities. It should also describe a responsible entity and
1123 process for recording and documenting lessons learned from exercises, disaster events, and other
1124 events that have a significant impact on the Mitigation Mission Area. This section will also
1125 assign roles and responsibilities to all Federal departments and agencies will that will review,
1126 adjudicate policy level issues, and approve the Mitigation IOP.

1127 **DEPARTMENT-LEVEL OPERATIONAL PLANNING**

1128 The PPD-8 Implementation Plan states that each executive department and agency will
1129 develop and maintain department-level operations plans, as deemed necessary by the respective

1130 department or agency. Department-level operations plans describe how the organization will
 1131 deliver mitigation core capabilities to fulfill its responsibilities as outlined in the Framework and
 1132 IOP. Existing plans, standard operating procedures, or guides may be used for the development
 1133 of these plans. The department-level plan should contain the level of detail necessary to clearly
 1134 identify the department or agency’s specific critical tasks, responsibilities, and resources required to
 1135 fulfill its mission area tasks under the IOP. The frequency for reviewing and updating these plans
 1136 will depend on each department or agency’s internal business practices.

1137 **7.0 FRAMEWORK REVIEW, MONITORING, AND UPDATE**

1138 In order for the National Mitigation Framework to effectively serve as key doctrine for
 1139 how we mitigate against disasters in the National Preparedness System, it must reflect current
 1140 conditions, realities, and stakeholder perspectives. Through a standard review, monitoring, and
 1141 update cycle, the Mitigation Framework will remain relevant, credible, and sound for the whole
 1142 community. This will require an assessment of the system as a whole, as established by the
 1143 Mitigation Framework, as well as a more detailed look at the mitigation core capabilities.

1144 **MONITORING PROCESS**

1145 The MIT-Force will have primary authority and responsibility for monitoring the
 1146 National Mitigation Framework. During Framework implementation, the MIT-Force will
 1147 determine the frequency of monitoring reporting activities, maintain an ongoing stakeholder
 1148 feedback mechanism, and assign responsibility for the monitoring activities listed below.

1149 Monitoring includes the following activities for inclusion in a future Framework update
 1150 process:

- 1151 • Noting best practices when comprehensive, holistic mitigation occurs successfully
 1152 across core capabilities, domains, levels of government, and sectors of society.
- 1153 • Documenting success stories that show that implementing mitigation strategies has
 1154 strengthened the community’s tax base, business revenue, and economic vitality.
- 1155 • Noting any new and innovative science, technology, methodologies, and data for
 1156 identifying threats and hazards.
- 1157 • Documenting innovative and successful planning initiatives that move us toward
 1158 more resilient communities and a more resilient Nation through long-term
 1159 vulnerability reduction and sustainability.
- 1160 • Recording innovative and successful communication, outreach, education, and
 1161 warning practices that increase the resiliency of citizens, communities, and the
 1162 Nation.
- 1163 • Noting innovative and successful leadership, collaboration, and partnership-building
 1164 capabilities that create and sustain resilient communities.
- 1165 • Documenting timely, sustainable, innovative, and successful long-term vulnerability
 1166 reduction projects or initiatives.
- 1167 • Documenting any new or innovative coordination forums/groups/committees that
 1168 enable successful and coordinated mitigation capabilities.

- 1169 • Recording lessons learned from exercises, disaster events, and other events that have
1170 an impact on the Framework.
- 1171 • Noting any systemic and capability-level challenges and obstructions that have arisen
1172 and have not already been captured and addressed in the Framework.
- 1173 • Identifying gaps in coordination and missed opportunities.
- 1174 • Documenting ongoing stakeholder engagement during Framework implementation.
- 1175 • Describing the effectiveness of the simple feedback process available for the whole
1176 community and other mission areas.

1177 **REVIEW PROCESS**

1178 The review and update process for this first edition of the National Mitigation Framework
1179 will occur within 18 months of its release and then every four years thereafter. The MIT-Force
1180 will assign resources for carrying out the formal review process.

1181 The review process provides an opportunity to reassess the Framework’s direction and to
1182 address current conditions and realities by engaging stakeholders, revising the Framework
1183 document, and publishing an amended version for the whole community. The review and update
1184 process will be managed by the resources the MIT-Force assigns, and an ad hoc Mitigation
1185 Framework Review Work Group will be assembled. The work group will oversee all Framework
1186 review activities and will be responsible for soliciting feedback and recommendations from the
1187 whole community, including representatives from all other mission areas. The work group will
1188 be responsible for releasing a draft amended version for the whole community to review and then
1189 capturing and reviewing comments.

1190 Information reported through the monitoring process will be integrated into the
1191 Framework, as appropriate. For the Guiding Principles section, missing concepts that are
1192 fundamental to the success of mitigation will be included, and the existing principles will be
1193 reevaluated against current realities. Where conditions, realities, and stakeholder perspectives
1194 have changed very little or not at all, the Framework may remain unchanged.

1195 **Exhibit 8: Family Surveying Damage**



1196

1197 8.0 CONCLUSION

1198 Although the Mitigation Framework is new, mitigation occurs every day across the
1199 Nation. Mitigation does not have to be difficult; more can be achieved by working together as a
1200 whole community to make mitigation a priority. Community leaders across the country have
1201 organized and implemented processes and projects that reduce risks from threats and hazards
1202 ranging from tornadoes to chemical releases and terrorism threats. Elevating and recognizing
1203 mitigation as a priority is a shared responsibility that begins with individuals, households, local
1204 communities, and the private sector. The private sector, not only retail but also service providers
1205 and industry, is a key community stakeholder that can drive community action. Across the
1206 Nation, the most commonly cited successful mitigation programs involve significant private
1207 sector engagement. Drawing upon support and guidance from the Federal Government, states,
1208 tribes, the private sector, and nongovernmental organizations, risk can be reduced and
1209 community residents can feel confident knowing they live in safer, more secure, and resilient
1210 communities.

1211 Working together, risks can be recognized and addressed through a culture of
1212 preparedness and mitigation that is built and sustained over time. This begins with a
1213 comprehensive understanding of risk that is translated into plans and actions through
1214 partnerships. Aiming toward the ultimate goal of sustainability and resiliency, mitigation is a
1215 process of continuous learning, adapting to change (e.g., community, social, and environmental),
1216 managing risk, measuring successes, and evaluating progress. Clear and measurable returns on
1217 investment in mitigation are essential to sustaining a resilient, risk-conscious culture. Relevant
1218 and credible information is key to an effective, integrated, all-of-Nation, and capabilities-based
1219 approach to risk management.

1220 Through the Interagency Operations plan, Framework capabilities will be broken down
1221 into Federal roles and responsibilities, and then clear, objective, and quantifiable performance
1222 measures to track progress over time will be developed. To ensure that the Framework continues
1223 to be relevant to the changing Nation, it will be reviewed and revised to meet evolving
1224 conditions. Through these review and monitoring mechanisms, progress in the ability to build
1225 and improve mitigation capabilities will be tracked and evaluated. A mature risk-conscious
1226 culture is ultimately measured by its reduction in loss of life and whether it has sufficient
1227 capacity to continue to promote the economic, ecological, and social vitality of the community
1228 when recovering from an adverse event or adapting to changing conditions.

1229 **9.0 GLOSSARY OF TERMS**

1230

Exhibit 9: Glossary of Terms

Row	Term	Definition	Source
1	All-of-Nation/ Whole Community	Refers to enabling the participation of a wide 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.	PPD-8 Lexicon/ National Preparedness Implementation Plan, pg. 11
2	Coordinating Structures	A coordinating structure is composed of representatives from multiple departments or agencies, public and/or private sector organizations, or a combination of the preceding, and is able to facilitate the preparedness and delivery of capabilities. Coordinating structures provide guidance, support, and integration to aid in the preparedness of the whole community. They ensure ongoing communication and coordination between all parties involved in preparing and delivering capabilities.	PPD-8 Program Executive Office definition
3	Core Capabilities	The combination of knowledge, skills, and tools necessary to carry out the National Mitigation Framework. The highest priority essential functions necessary for achieving the end-state.	Adapted from PPD-8 Lexicon/ Working definition for Protection Mission Area
4	Domains	Components of a community where mitigation actions must take place in order to be resilient in the face of all hazards. Mitigation identifies five domains: <ul style="list-style-type: none"> ▪ Economic ▪ Housing ▪ Natural and Cultural Resources ▪ Infrastructure ▪ Health and Social Services 	National Disaster Recovery Framework
5	Hazard Classes	A natural, technological, or human-caused source or cause of harm or difficulty. <ol style="list-style-type: none"> 1. Natural: Source of harm or difficulty created by a meteorological, environmental, or geological phenomenon or combination of phenomena. 2. Technological: Source of harm or difficulty created by accidents or failures. 3. Adversarial/Human-Caused: Source of harm or difficulty created by an individual, group, organization, or government. 	PPD-8 Lexicon/ DHS Risk Lexicon, pg. 16; NIPP, pg. 110 PPD-8 Lexicon/ DHS Risk Lexicon, pg. 19 Adapted from Comprehensive Preparedness Guide 101 Adapted from PPD-8 Lexicon
6	Mission Areas	Preparedness, Prevention, Protection, Mitigation, Response, and Recovery.	National Preparedness Goal

WORKING DRAFT—NATIONAL MITIGATION FRAMEWORK

Row	Term	Definition	Source
7	Mitigation	Those capabilities necessary to reduce loss of life and property by lessening the impact of disasters.	National Preparedness Goal
8	National Framework (for each mission area)	<p>The National Frameworks will address the roles and responsibilities across the whole community to deliver the core capabilities.</p> <p>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, or detailed plans for affirmative action.</p>	National Preparedness Goal Implementation Plan
9	National Preparedness	The actions taken to plan, organize, equip, train, and exercise to build and sustain the capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk to the security of the Nation.	PPD-8 Lexicon/ PPD-8, pg. 5
10	Presidential Policy Directive 8 on National Preparedness (PPD-8)	Presidential directive aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation, including acts of terrorism, cyber attacks, pandemics, and catastrophic natural disasters.	PPD-8 Lexicon/ WC Terms and Definitions Guide, pg. 3

1231