**PRESIDENTIAL POLICY DIRECTIVE/PPD-8 REFRESH**
**WORKING DRAFT—NATIONAL MITIGATION FRAMEWORK**
**NATIONAL ENGAGEMENT**
**MAY 11, 2015**

Attached for your review is the working draft of the National Mitigation Framework, second edition.  The National Mitigation Framework establishes a common platform and forum for coordinating and addressing how the Nation manages risk through mitigation capabilities. This Framework describes mitigation roles across the whole community. The Framework addresses how the Nation will lessen the impact of disaster by developing, employing, and coordinating core mitigation capabilities to reduce loss of life and property. Building on a wealth of objective and evidence-based knowledge and community experience, the Framework seeks to increase risk awareness and leverage mitigation products, services, and assets across the whole community.

As part of the National Planning Frameworks National Engagement Period, this draft of the National Mitigation Framework containing proposed updates is being widely distributed for review and feedback. This is a draft document and we feel it is important to seek your input at this critical juncture.

This update of the National Planning Frameworks focuses on discrete, critical content revisions, and confirming edits as a result of comments received on the National Preparedness Goal. Additional changes are the result of the lessons learned from implementing the Frameworks and recent events, as well as the findings of the National Preparedness Report.

To ensure all feedback is properly handled, reviewers are asked to use the provided feedback  submission located at https://www.fema.gov/learn-about-presidential-policy-directive-8 to submit feedback and recommendations. Please provide any comments and recommendations, using the  submission form, to [PPD8-Engagement@fema.dhs.gov](mailto:PPD8-Engagement@fema.dhs.gov) by **Wednesday, June 3, 2015 at 5:00 PM EDT.**

The feedback received supports the development of the second edition of the National Mitigation Framework. Please distribute the draft to any applicable partners, stakeholder, or individuals.

In the coming months, the FIOPs will also be refreshed to reflect the changes to the National Planning Frameworks.

We look forward to receiving your feedback and thank you for your continued contributions on this important endeavor.

V/R,
National Integration Center

# Executive Summary

1   Threats and hazards present long-term risks to people and their property. Mitigation is risk
2   management action taken to avoid, reduce, or transfer those risks. By reducing the impact of
3   disasters, mitigation supports protection and prevention activities, eases response, and speeds
4   recovery to create better prepared and more resilient communities. The National Mitigation
5   Framework establishes a common platform and forum for coordinating and addressing how the
6   Nation manages risk through mitigation capabilities. This Framework describes mitigation roles
7   across the whole community. The Framework addresses how the Nation will lessen the impact of
8   disaster by developing, employing, and coordinating core mitigation capabilities to reduce loss of life
9   and property. Building on a wealth of objective and evidence-based knowledge and community
10  experience, the Framework seeks to increase risk awareness and leverage mitigation products,
11  services, and assets across the whole community.

12  Mitigation exists at every level—from the family that creates a sheltering plan in case of a tornado, to
13  corporate continuity of operations plans,  to emergency plans for opening manufacturing plants to the
14  community, to local codes and zoning that systemically address risks in a community's buildings.
15  Developing and maintaining a culture of preparedness to build widespread resilience throughout
16  communities is a priority for the Nation. Cultivating this culture across the whole community will
17  reduce the human impact of disasters, make emergency response professionals perform critical tasks
18  more effectively, and allow communities to recover more efficiently. Responsibility is shared by
19  individuals; businesses; non-profit organizations; and local, state, tribal, territorial, and Federal
20  governments. Drawing upon the support and guidance of the whole community, risk and
21  vulnerability can be managed and community residents can feel confident knowing they live in safer,
22  more secure, and resilient communities.

23  Working together, risks can be recognized and addressed through a culture of preparedness and
24  mitigation that is built and sustained over time. This effort begins with a comprehensive
25  understanding of risk that is translated into plans and actions through partnerships. Aiming toward
26  the ultimate goal of sustainability and resilience, mitigation requires a process of continuous learning,
27  adapting to change, managing risk, measuring successes, and evaluating progress.

28  A culture of preparedness is built on a shared acknowledgement of the certainty of future
29  catastrophes; the importance of initiative and accountability at all levels; the role of citizens and
30  stakeholders in preparedness; and finally, the roles of the whole community in creating a prepared
31  Nation. Additionally, the culture of preparedness is mirrored by the four guiding principles for
32  mitigation which include Resilience and Sustainability, Leadership and Locally Focused
33  Implementation, Engaged Partnerships and Inclusiveness, and Risk-conscious Culture. These
34  principles lay the foundation for the Mitigation mission and the execution of its core capabilities.

35  Effective mitigation begins with a comprehensive understanding of risk—based on vulnerabilities to
36  threats and hazards—that is used to develop plans enacted through partnerships. Aiming toward the
37  ultimate goal of sustainability and resilience, mitigation requires a process of continuous learning,
38  adapting to change, managing risk, and evaluating progress. . Sound assessment requires risk
39  information—based on credible science, technology, and intelligence—validated by experience.
40  Understanding risks makes it possible to develop strategies and plans to manage them. Managing
41  risks from threats and hazards requires decision making to accept, avoid, reduce, or transfer those
42  risks. Avoiding and reducing risks are ways to reduce the long-term vulnerability of a community
43  and build individual and community resilience. Each community contributes to this aim by preparing
44  for the risks that are most relevant and urgent for them individually. This Framework is driven by
45  risk, rather than the occurrence of incidents. By fostering comprehensive risk considerations, the

46 Framework encourages whole community behaviors and activities that will reduce the exposure and
47 vulnerability of communities.

48 The Nation increases its resilience when it manages risks across this spectrum, from narrow-impact
49 incidents to widespread, severe, and catastrophic disasters. Building and sustaining a culture of
50 preparedness and a mitigation-mindset will make the Nation more socially, ecologically, and
51 economically resilient before, during, and after an incident. Resilience in communities and the
52 Nation depends on the whole community working together.

53 The National Mitigation Framework discusses seven core capabilities required for entities involved
54 in mitigation: threat and hazard identification, risk and disaster resilience assessment, planning,
55 community resilience, public information and warning, long-term vulnerability reduction, and
56 operational coordination.

57 Coordinating structures are composed of representatives from multiple departments or agencies,
58 public and/or private sector organizations, or a combination of these. Coordinating structures are able
59 to facilitate the preparedness and delivery of capabilities, and they provide guidance, support, and
60 integration to aid in the preparedness of the whole community and building resilience at the local,
61 regional, and national levels. They ensure ongoing communication and coordination among all
62 parties involved in preparing and delivering capabilities.

63 The coordinating structures for mitigation should focus on creating a national culture shift that
64 embeds risk management, adaptation, and mitigation in all planning, decision making, and
65 development. Regardless of the level of the coordinating structure, consideration of risk
66 management, adaptation, and mitigation will reduce the Nation's risk and associated consequences.
67 Given the risk-based premise (rather than an incident-based focus), the majority of coordinating
68 structures originate and are sustained at a regional and local scale.

69 The Mitigation Framework Leadership Group (MitFLG) coordinates mitigation efforts across the
70 Federal Government and assesses the effectiveness of mitigation capabilities developed and deployed
71 across the Nation. The MitFLG includes relevant local, state, tribal, and Federal government
72 representatives. The MitFLG non-Federal members help to ensure appropriate integration of Federal
73 efforts across the whole community.

74 In implementing the National Mitigation Framework to build national preparedness, partners are
75 encouraged to develop a shared understanding of broad-level strategic implications as they make
76 critical decisions in building future capacity and capability. The whole community should be
77 engaged in examining and implementing the strategy unifying principles and doctrine contained in
78 this Framework, considering both current and future requirements in the process.

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# Introduction

121 
122 The National Preparedness System outlines an organized process for the whole community to move
123 forward with their preparedness activities and achieve the National Preparedness Goal. The National
124 Preparedness System integrates efforts across the five preparedness mission areas – Prevention,
125 Protection, Mitigation, Response, and Recovery – in order to achieve the goal of a secure and
126 resilient Nation. The National Mitigation Framework, part of the National Preparedness System, sets
127 the strategy and doctrine for how the whole community builds, sustains, and delivers the Mitigation
128 core capabilities identified in the National Preparedness Goal in an integrated manner with the other
129 mission areas. This May 2015 edition of the National Mitigation Framework reflects the insights and
130 lessons learned from real-world incidents and the implementation of the National Preparedness
131 System.

132 **Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual
133 act of terrorism. Within the context of national preparedness, the term "prevention" refers
134 to preventing imminent threats.

135 **Protection:** The capabilities necessary to secure the homeland against acts of terrorism
136 and manmade or natural disasters.

137 **Mitigation:** The capabilities necessary to reduce loss of life and property by lessening
138 the impact of disasters.

139 **Response:** The capabilities necessary to save lives, protect property and the
140 environment, and meet basic human needs after an incident has occurred.

141 **Recovery:** The capabilities necessary to assist communities affected by an incident to
142 recover effectively.

## *Framework Purpose and Organization*

144 This Framework establishes a common platform and forum for coordinating and addressing how the
145 Nation manages risk using mitigation capabilities and describes mitigation roles across the whole
146 community.[1] While businesses make money by taking risks, they lose money by failing to manage
147 those risks effectively. Similarly, in the public sector, choices are made every day that affect the
148 consequences, duration, and costs of responding to and recovering from adverse incidents. Mitigation
149 requires systemically anticipating and adjusting to trends that could endanger the future of the
150 community. Appropriate choices made before an event can help to manage or reduce long-term risk
151 and potentially reduce response requirements. Mitigation during the recovery phase helps strengthen
152 and build a more resilient community to withstand future disasters.

153 Building on long-held American values of civic engagement, the Nation must engage in an ongoing
154 dialogue about how to prepare for the future. Demonstrating clear and measurable returns on
155 investment through mitigation is essential to that dialogue and necessary to build a resilient, risk-
156 conscious culture. A mature, risk-conscious culture is measured two-fold. First, it is measured by its

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[1] The whole community includes individuals, families, and households; communities; the private and nonprofit
sectors; faith-based organizations; and local, state, tribal, territorial, and Federal governments. Whole community is
defined in the National Preparedness Goal as "a focus on enabling the participation in national preparedness
activities of a wider range of players from the private and nonprofit sectors, including nongovernmental
organizations and the general public, in conjunction with the participation of Federal, state, and local governmental
partners in order to foster better coordination and working relationships." The National Preparedness Goal is located
online at http://www.fema.gov.

157  reduction of risk to life and property. Second, it is measured by whether it has sufficient capacity to
158  continue to promote the social, ecological, and economic vitality of the community when adapting to
159  changing conditions or continuing essential services and recovering from an adverse incident.

160  Starting with existing structures and capabilities, this Framework outlines how the Nation can expand
161  its commitment to mitigation and strengthen resilience. The National Mitigation Framework
162  discusses seven core capabilities required for entities involved in mitigation:

163  ▪  Threats and Hazard Identification

164  ▪  Risk and Disaster Resilience Assessment

165  ▪  Planning

166  ▪  Community Resilience

167  ▪  Public Information and Warning

168  ▪  Long-term Vulnerability Reduction

169  ▪  Operational Coordination.

170  Those who play a role in mitigation range from an individual making decisions about how to manage
171  the risks in his or her life, to local jurisdictions and large metropolitan regions working to manage
172  their community members' risks from threats and hazards, to state and Federal agencies
173  administering large, multi-purpose programs. Our challenge is to build a society that is robust,
174  adaptable, and has the capacity for rapid recovery. Providing individuals and communities with
175  information, resources, knowledge, and skills will facilitate actions that help to strengthen
176  community resilience and mitigate the impact of disasters. As a whole, the Nation increases its
177  resilience when it manages risks across this spectrum, from narrow-impact incidents to widespread,
178  severe, and catastrophic disasters. Building and sustaining a mitigation-minded culture will make the
179  Nation more socially, ecologically, and economically resilient before, during, and after an incident.
180  Resilience in communities and the Nation depends on the whole community working together.

181  **Resilient communities** proactively protect themselves against hazards, build self-
182  sufficiency, and become more sustainable. Resilience…involves technical,
183  organizational, social, and economic dimensions. It is fostered not only by government,
184  but also by individual, organization, and business actions.[2]

185  Effective mitigation[3] begins with identifying the threats and hazards a community faces and
186  determining the associated vulnerabilities and consequences. Sound assessment requires risk
187  information—based on credible science, technology, and intelligence—validated by experience.
188  Understanding risks makes it possible to develop strategies and plans to manage them. Managing
189  risks from threats and hazards requires decision making to accept, avoid, reduce, or transfer those
190  risks. Avoiding and reducing risks are ways to reduce the long-term vulnerability of a community
191  and build individual and community resilience.

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[2] Godschalk, David R., et.al. 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.

[3] National Preparedness Goal includes a definition of "mitigation" that extends beyond the Robert T. Stafford
Disaster Relief and Emergency Assistance Act (Stafford Act). The term "mitigation" under National Preparedness
Goal "refers to those capabilities necessary to reduce loss of life and property by lessening the impact of disasters.
Mitigation capabilities include, but are not limited to, community-wide risk reduction projects; efforts to improve
the resilience of critical infrastructure and key resource lifelines; risk reduction for specific vulnerabilities from
natural hazards or acts of terrorism; and initiatives to reduce future risks after a disaster has occurred."

192 When preparing for mitigation plans and activities, it is critical to consider the implications in
193 context of the economy, housing, health and social services, infrastructure, and natural and cultural
194 resources. Taking such a broad view enables leaders to assess existing interdependencies, associated
195 vulnerabilities, and cascading effects so that communities understand the risks thoroughly enough to
196 plan not only for those identified and quantified but also for residual risks.

197 America's security and resilience work is never finished. While the Nation is safer, stronger, and
198 better prepared than it was a decade ago, the commitment to safeguard the Nation against its greatest
199 risks, now and for decades to come, remains resolute.

## Intended Audience

201 The Mitigation Framework addresses individuals, nonprofit entities and nongovernmental
202 organizations (NGOs), the private sector, communities, critical infrastructure owners, governments,
203 and the Nation as a whole. Engaging the whole community is critical to success and individual and
204 community preparedness is a key component. By providing equal access to and use of the necessary
205 knowledge and skills, the whole community can contribute to and benefit from national
206 preparedness. Such efforts include children[4]; individuals with disabilities and others with access and
207 functional needs[5]; those from religious, racial, and ethnically diverse backgrounds; and people with
208 limited English proficiency. Their contributions must be integrated into preparedness efforts, and
209 their needs must be incorporated as the whole community plans and executes the core capabilities.

# Scope

211 The Secretary of Homeland Security directed to develop a National Preparedness Goal to define "the
212 core capabilities necessary to prepare for the specific types of incidents that pose the greatest risk to
213 the security of the Nation" and a series of National Planning Frameworks to coordinate efforts to
214 deliver the capabilities defined in the Goal. Developing and updating the National Preparedness Goal
215 involves a coordinated effort with other Executive Branch departments and agencies and consultation
216 with local, state, tribal, and territorial governments, the private and nonprofit sectors, and the public.

217 The National Mitigation Framework is one of five frameworks developed to enable achievement of
218 the goal of a secure and resilient Nation with the capabilities required to prevent, protect against,
219 mitigate, respond to, and recover from the threats and hazards that pose the greatest risk across the
220 whole community. The Framework addresses how the Nation lessens the impact of disasters by
221 developing, employing, and coordinating core mitigation capabilities to reduce loss of life and
222 property. Building on a wealth of objective and evidence-based knowledge and community
223 experience, the Framework seeks to increase risk awareness and leverage mitigation products,
224 services, and assets across the whole community.

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

226 This Framework describes the seven core capabilities necessary for successful mitigation that will
227 lead to a more resilient Nation. This Framework is driven by risk rather than the occurrence of
228 incidents. By fostering comprehensive risk considerations, the Framework encourages behaviors and
229 activities that will reduce the exposure to risk and vulnerability of communities.

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[4] Children require a unique set of considerations across the core capabilities contained with this document. Their needs must be taken into consideration as part of any integrated planning effort.
[5] Access and functional needs includes ensuring the equal access and meaningful participation of all individuals, without discrimination.

## *Guiding Principles*

The four guiding principles for mitigation include Resilience and Sustainability, Leadership and Locally Focused Implementation, Engaged Partnerships and Inclusiveness, and Risk-conscious Culture. These principles lay the foundation for the Mitigation mission and the execution of its core capabilities.

### Resilience and Sustainability

Preparing people, property, critical infrastructure resources, and the economy to withstand or absorb the impact of an incident and rebound in a manner that sustains their way of life in the aftermath makes their communities and the Nation more resilient. Individuals, communities, NGOs, all levels of government, and the private sector should consider the long-term economic, health, social, and environmental dimensions of their choices and ensure resilience is maintained and improved. Sustainability employs a longer-term approach through plans, policies, and actions that reflect a comprehensive understanding of the economic, social, and environmental systems within a community.

> The National Mitigation Framework addresses two dimensions of **resilience**[6]:
>
> Community resilience is **an inclusive, informed process** that addresses social, economic, natural and cultural, technical, and organizational dimensions within a community—preparing a community to consciously mitigate rather than ignore risks.
>
> Resilience is **an outcome**—the state of being able to adapt to changing conditions and then withstand and rebound from the impacts of disasters and incidents.

### Leadership and Locally Focused Implementation

Mitigation empowers formal and informal local leaders to embrace their ownership of building resilient and sustainable communities. Effective, ongoing mitigation is led by the local community, working together to identify, plan for, and reduce vulnerabilities and promote long-term personal and community resilience and sustainability. Everyday discussions and actions can have unexpected implications for risk management and, therefore, should be viewed through the mitigation lens to help build a culture of preparedness. Leaders at the state and national levels support local leadership by facilitating effective ongoing mitigation through setting a vision, aligning programs, and supporting local efforts as needed.

### Engaged Partnerships and Inclusiveness

Mitigation is advanced through the collective actions of many groups. No one entity can accomplish these goals. These partnerships may include:

- All levels of government

- Faith-based organizations

- Nonprofit organizations

- Private/corporate entities

- Public groups

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[6] The National Mitigation Framework builds on the definition of resilience as defined in the National Preparedness Goal, September 2011.

267     ▪   Community associations

268     ▪   Academia

269     ▪   Experts

270     ▪   Professional groups

271     ▪   Neighbors.

272   Participation within these partnerships should include advocates for children, seniors, individuals
273   with disabilities and others with access and functional needs, racially and ethnically diverse
274   communities, people with limited English proficiency, and animals. The most effective partnerships
275   within a community capitalize on all available resources—identifying, developing, fostering, and
276   strengthening new and existing coordinating structures to create a unity of effort. Many of the
277   community organizations and partners have active roles in the other mission areas as well.

278   Establishing trusted relationships among leaders and communities prior to a disaster is essential to
279   preparedness, community resilience, and sustainability. These relationships enhance and strengthen
280   day-to-day mitigation efforts and are critical for timely and effective response and recovery activities
281   during and after a disaster event. This inclusiveness will generate public awareness and support to
282   reach the common objective of mitigating risk and promoting resilience.

283   ## A Shared Risk-conscious Culture

284   A risk-conscious culture is founded on the shared understanding that future disasters will occur and
285   that every person has a responsibility to prepare for and respond appropriately to these risks. The
286   American people, resources, economy, and way of life are bolstered and made more resilient by
287   acknowledging, anticipating, communicating, and preparing for future threats and hazards—both
288   internal and external—through comprehensive and deliberate risk management. The value of a risk
289   management approach or strategy to decision makers is not in the promotion of a particular course of
290   action but rather in the ability to distinguish among various risk management choices for accepting,
291   avoiding, reducing, or transferring the risk within the larger context.

292   Acknowledging the risk of future incidents fosters a risk-conscious culture enables community
293   leaders to routinely and systematically evaluate a wide variety of threats and hazards and then
294   prioritize strategies, resources, and efforts using a comprehensive approach to preparedness. A risk-
295   conscious culture involves providing clear, meaningful, consistent, accessible (including for people
296   with limited English proficiency), and culturally appropriate or multi-disciplinary messaging so that
297   the whole community embraces mitigation and reduces its exposure and vulnerability to risk.
298   Information should be communicated to individuals with limited English proficiency through
299   interpreters and translated documents. To maintain a shared risk-conscious culture, information and
300   messaging must ensure effective communication with individuals with disabilities and others with
301   access and functional needs, including the deaf, hard of hearing, blind, or people with low vision,
302   through the use of appropriate auxiliary aids and services, such as sign language and other
303   interpreters, and the captioning of audio and video materials. Individuals, communities, systems, and
304   institutions that are robust, adaptable, and have the capacity for rapid recovery contribute to overall
305   public safety and security.

306   **Resilience is an end-state of effective risk management and a mature culture of preparedness.**
307   Risk management includes identifying opportunities to build resilience into planning, resourcing to
308   reduce risk in advance of a hazard, and mitigating the consequences of disasters that occur. By
309   focusing on the preparedness and resilience of the community as a whole, the community's adaptive

310 capacity to mitigate and recover from all kinds of change is enhanced, whether that risk has been
311 identified or not.

## Risk Basis

313 Risk is the potential for an unwanted outcome resulting from an incident or caused by systemic
314 degradation, as determined by its likelihood, associated consequences, and vulnerability to those
315 consequences. The whole community must maintain the ability to conduct mission essential
316 functions during an actual hazard or incident to ensure delivery of core capabilities for all mission
317 areas.

318 The Strategic National Risk Assessment (SNRA) was developed as part of the larger PPD-8 effort.
319 The core capabilities in the National Preparedness Goal are informed by the results of the SNRA,
320 which identifies the threats and hazards most likely to affect the Nation. The SNRA assigned threats
321 and hazards for the Nation into three categories: natural hazards; technological/accidental hazards;
322 and adversarial/human-caused threats/hazards.[7]  The risks and threats identified by SNRA include
323 the following:

324 ▪ Natural hazards, including hurricanes, earthquakes, tornadoes, drought, wildfires, winter storms,
325    and floods, present a significant and varied risk across the country. Climate change has the
326    potential to cause the consequence of weather-related hazards to become more severe.

327 ▪ A virulent strain of pandemic influenza could kill hundreds of thousands of Americans, affect
328    millions more, and result in considerable economic loss. Additional human and animal infectious
329    diseases, including those undiscovered, may also present significant risks.

330 ▪ Technological and accidental hazards, such as transportation system failures, dam failures, and
331    oil or chemical spills or releases, have the potential to cause extensive fatalities and severe
332    economic impacts. In addition, these hazards may increase due to aging infrastructure.

333 ▪ Terrorist organizations or affiliates may seek to acquire, build, and use weapons of mass
334    destruction. Conventional terrorist attacks, including those by lone actors employing explosives
335    and armed attacks, present a continued risk to the Nation.

336 ▪ Cyber-attacks can have catastrophic consequences, which in turn, can lead to other hazards, such
337    as power grid or financial system failures or financial system failures. These follow-on hazards
338    increase the potential impact of cyber incidents.

339 ▪ Some events, such as explosives attacks or earthquakes, generally cause more localized impacts.
340    While other events, such as human pandemics, may cause impacts that are dispersed throughout
341    the Nation, thus creating different types of impacts for preparedness planners to consider.

342 Mitigation, as a mission area, is specifically intended to minimize risks associated with these threats
343 and hazards. No single threat or hazard exists in isolation. As an example, a hurricane can lead to
344 flooding, dam failures, and hazardous materials spills. The National Preparedness Goal, therefore,
345 focuses on Mitigation core capabilities that can be applied to deal with cascading effects as well as
346 other unknown risks. Figure 1 depicts some of the threats and hazards that guided the development of
347 this Framework. Communities should consider them in their analyses.

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[7] Generally, "threats" related to adversarial concerns.
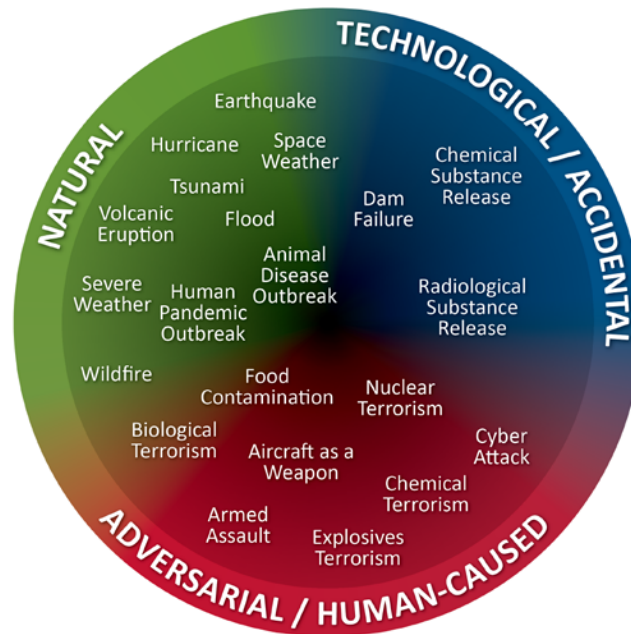
348                          **Figure 1: Examples of Threats and Hazards by Category**

349   Planning for and managing the "greatest risks" are fundamental components of the National
350   Preparedness Goal and the National Preparedness System. Regardless of whether mitigation occurs at
351   the individual, community, regional, or national level, each entity coordinates with mitigation
352   partners vertically and horizontally to identify, clarify, and prioritize risks.

353   # Roles and Responsibilities

354   Resilience depends on the whole community—individuals, families, and households; communities;
355   NGOs; private sector entities; local governments; state, tribal, territorial, and insular area
356   governments; and the Federal Government (see Figure 2). Inclusiveness and partnership throughout
357   these levels can ensure the best use of available knowledge, resources, and efforts. All levels of
358   public and private entities have a role in community resilience and sustainability and being able to
359   perform essential functions during a wide range of emergencies to ensure resiliency. With a long-
360   term view on resilience and sustainability mitigation leaders need to ensure that resilience is an
361   outcome of all overall preparedness. Leaders strengthen community and economic vitality while
362   reducing the long-term vulnerabilities when they support, promote, align, and implement these
363   policies and activities. This is complemented by research, development, and investment—the basis of
364   new and improved long-term vulnerability reduction capabilities—making these investments an
365   increasingly effective, cost-efficient, and sustainable approach to building resilience.

366                              **Figure 2: Composition of the Whole Community**

367  *Individuals, Families, and Households*

368  Mitigation begins with individual awareness and action. Informed actions that reduce risk allow
369  individuals, families, households, and their animals to better withstand, absorb, or adapt to the
370  impacts of threats and hazards. Adverse incidents can compromise safety, physical and behavioral
371  health, property, and financial well-being. Safe and secure individuals, families, and households are
372  often less dependent on response services, which, in turn, places fewer responders in hazardous
373  response situations. Members of the whole community, including individuals with disabilities and
374  others with access and functional needs, limited English proficiency populations, and racially and
375  ethnically diverse communities, benefit from mitigation actions as they can expect fewer disruptive
376  disaster impacts and a decreased need for supplemental resource support.

377  Possible individual, family, and household long-term vulnerability reduction efforts may
378  include:[8]

379  ▪ Ensuring that a tornado safe room or shelter is quickly and easily accessible

380  ▪ Removing pine needles from the roof and gutters to reduce the likelihood of a home
381     catching fire from wildfire embers

382  ▪ Maintaining appropriate insurance coverage

383  ▪ Installing a home generator

384  ▪ Elevating heat pumps, water heaters, and air conditioners high enough to stay dry
385     during a flood event.

386  *Communities*

387  Communities are unified groups that share goals, values, or purposes rather than geographic
388  boundaries or jurisdictions. Communities bring people together in different ways for different
389  reasons, but each provides opportunities for sharing information and promoting collective action.
390  They have the ability to promote and implement mitigation activities without necessarily holding a
391  formal position of authority within a jurisdiction.

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[8] Refer to Core Capabilities section for more information.

392  Communities advancing mitigation can include social and community service groups and
393  institutions, neighborhood partnerships, communities representing and/or including those with
394  disabilities and others with access and functional needs, online communities, hazard-specific
395  coalitions, and communities of practice. While the scale will vary, communities may be the most
396  effective actors to take specific action to manage and reduce their specific risks. In many
397  communities, local Citizen Corps Councils[9] assist in bringing government and civic leaders and
398  organizations together. These local Citizen Corps Councils engage broad participation in assessing
399  and reviewing community risks and are positioned to integrate resources from the community.

## Nongovernmental Organizations

401  NGOs and nonprofit organizations—including voluntary organizations, faith-based organizations,
402  national and professional associations, and educational institutions—play an essential role in
403  facilitating resilience across the whole community. These organizations are inherently independent
404  and committed to specific interests and values. They can augment government efforts and provide
405  specialized services to groups such as children, individuals with disabilities and others with access
406  and functional needs, ethnically and racially diverse communities, people with limited English
407  proficiency, and animal owners, including household pets and service animals. NGOs can provide
408  training and education to communities, including how-to guides. They can represent communities
409  and many groups in mitigation policy discussions.

## Private Sector Entities

411  Private sector entities (e.g., local businesses, large corporations, healthcare providers, childcare
412  providers, and other service providers) are integral parts of the community, and their perspectives are
413  indispensable in mitigation efforts. Mitigation is a sound business practice that reduces disaster
414  losses and quickens restoration of normal operations. Private sector investments in continuity and
415  vulnerability reduction also have broad benefits.

416  As the owners and operators of the majority of the Nation's infrastructure, private sector entities are
417  essential to improving resilience through planning and long-term vulnerability reduction efforts. A
418  more resilient private sector strengthens community resilience by helping to sustain economic vitality
419  and ensuring the delivery of goods and services in the aftermath of a disaster. Among numerous
420  activities that promote and implement the mitigation core capabilities, businesses analyze and
421  manage their own risks, volunteer time and services, operate business emergency operations centers,
422  help protect America's infrastructure, and promote the return on investment realized from increased
423  resilience, developed continuity of operations plans, and reduced vulnerability.

## Local Governments

425  Working to protect the health, safety, and welfare of the people they represent, local governments
426  also bear responsibility for mitigation activity. Across multiple levels of public service, they develop,
427  assess, and implement mitigation core capabilities with consideration given to the economy, housing,
428  health and social services, infrastructure, and natural and cultural resources. Local governments often

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[9] The mission of Citizen Corps is to harness the power of every individual through education, training, and volunteer service to make communities safer, stronger, and better prepared to respond to the threats of terrorism, crime, public health issues, and disasters of all kinds. The Citizen Corps Councils bring together leaders from relevant sectors of communities to coordinate the Citizen Corps effort. The purpose of the Council is to have all decision makers at the table to manage existing volunteer resources, to leverage mutually supportive endeavors among the represented groups, and to direct the overall local plans to implement Citizen Corps in the community.

429  join together and take a regional approach to mitigation, such as across watersheds or nuclear
430  emergency planning zones.

431  Most mitigation occurs at the local level, where communities apply a localized understanding of risks
432  to effective planning and identify strategic mitigation options. Since local governments are directly
433  connected to community plans and goals, they can provide a better understanding of local
434  vulnerabilities as they relate to risk reduction activities. Making the connection between community
435  resilience priorities and private sector development is a challenge most often addressed directly at the
436  local level. Actions to reduce long-term vulnerability, such as effective building code adoption and
437  enforcement, are applied in both the pre-disaster planning and the post-disaster recovery activities of
438  the jurisdiction.  Local governments must also improve resiliency by preparing for recovery and
439  integrating mitigation policies into the recovery phase, to ensure opportunities are not lost for risk
440  reduction during rebuilding.  Mitigation and recovery planning should work hand in hand to
441  operationalize mitigation through recovery after disasters.

## State, Tribal, Territorial, and Insular Area Governments

443  State, tribal, territorial, and insular area governments are responsible for the public safety, security,
444  health, and welfare of the people who live in their jurisdictions. These levels of government serve an
445  integral role as a conduit for vertical coordination among Federal agencies and local governments.
446  They implement mitigation core capabilities through designated officials, such as State or Tribal
447  Hazard Mitigation Officers or National Flood Insurance Program Coordinators. State, tribal,
448  territorial, and insular area governments can promote resilience through their legislative bodies by
449  implementing legislation that facilitates mitigation in all relevant functional components of the
450  government, such as laws governing local land use and development decisions or building codes.

451  As sovereign nations, tribal governments govern and manage the safety and security of their lands
452  and community members along with their Federal partners. Federal, state, and local governments
453  work with the sovereign tribal governments to ensure integration of their mitigation efforts. Tribal
454  governments may assume a state or local role when receiving certain Federal hazard mitigation
455  funding and developing hazard mitigation plans.

## Federal Government

457  The President leads the Federal Government Mitigation efforts to prepare the Nation for all hazards,
458  including natural disasters, acts of terrorism, and other manmade disasters. Supporting the whole
459  community with Federal resources, data, intelligence, and leadership requires an engaged and
460  responsive Federal role in mitigation.  All Federal departments and agencies must cooperate with one
461  another, and with local, state, tribal, and territorial governments, community members, and private
462  sector to the maximum extent possible. The Secretary of Homeland Security has the broad
463  responsibility of coordinating preparedness activities, including mitigation activities, to respond to
464  and recover from terrorist attacks, natural disasters, and other emergencies to ensure Federal unity of
465  effort. As described in the Coordinating Structures and Integration section, most Executive Branch
466  departments and agencies also play important roles in advancing mitigation and resilience in the
467  Nation. For example, the Federal Emergency Management Agency (FEMA) plays a role in
468  coordinating Federal mitigation policy and the effectiveness of mitigation capabilities as they are
469  developed and deployed across the Nation.

470    Further, several Executive Branch departments and agencies, including those identified by
471    Presidential directive as Sector-Specific Agencies (SSAs) for the critical infrastructure sectors,[10] play
472    a leadership role in coordinating programs to address the effects of deliberate efforts by terrorists to
473    destroy or exploit elements of the Nation's infrastructure and to strengthen the national resilience of
474    that infrastructure to all hazards. The Federal Government, in coordination with local, state, tribal,
475    and territorial partners and the private sector, also contributes to the development and delivery of the
476    core capabilities in a way that also ensures the protection of privacy, civil rights, and civil liberties.

## *Collaboration Across Roles*

478    Many of the activities within the Mitigation mission area require a cross-section of players in order to
479    achieve success. While not intended to be exhaustive, Table 1 illustrates the responsibilities and
480    demonstrates the various roles that need to be involved.

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[10] See the National Infrastructure Protection Plan for more information on the SSAs.

481 **Table 1: Examples of Roles and Responsibilities That Advance Mitigation**

| Role/Responsibility | Individuals, Families, and Households | Communities | Nongovernmental Organizations | Private Sector Entities | Local Governments | State, Tribal, Territorial, and Insular Area Governments | Federal Government |
|---|---|---|---|---|---|---|---|
| Work with the Federal Government to inform the assessment, development, and coordination of mitigation core capabilities. | | X | X | X | X | X | |
| Coordinate the national assessment and report on the progress made within the mitigation core capabilities. | | | | | | | X |
| Provide leadership in the Federal Government to promote, integrate, and enable an outcome of state and community empowerment to risk adaptation across all mission areas | | | | | | | XX |
| Use regulatory authorities and provide funds, incentives, expertise, and leadership to promote the development, implementation, and assessment of mitigation core capabilities. For example, use financial incentives and targeted capital improvement projects to reduce long-term vulnerabilities. | | | | | X | X | X |
| Contribute to the general understanding of risk through the collection, development, analysis, and sharing of information about threats, hazards, and vulnerabilities, as well as through constant evaluation and enhancement of risk assessment methodologies. | | | X | X | X | X | X |
| In coordination with other mission areas, develop, fund, and deliver training curricula for preschool, grades K–12, colleges and universities, continuing education, and the whole community to develop proficiency in understanding risks and mitigation. | | | X | X | X | X | X |
| Engage with local leaders and planners to share perspectives on localized threats and hazards, vulnerabilities, and priorities for incorporating mitigation into community planning and development, as well as continuity and recovery plans, therefore making achieving resilience a part of the community both before and after a disaster. | X | X | X | X | X | X | X |

| Role/Responsibility | Individuals, Families, and Households | Communities | Nongovernmental Organizations | Private Sector Entities | Local Governments | State, Tribal, Territorial, and Insular Area Governments | Federal Government |
|---|---|---|---|---|---|---|---|
| Assess risks and disaster resilience. Maintain awareness of threats, hazards, and vulnerabilities. | X | X | X | X | X | X | X |
| Incorporate mitigation principles and priorities into ongoing activities, including economic and community planning and development, construction and assessment of infrastructure, comprehensive plans, disaster response and recovery support, homeland security research and development, training, and exercises. Identify leaders who will be responsible for applying mitigation capabilities to these areas, and identify ways to incentivize integration into existing organizational processes. | | X | X | X | X | X | X |
| Acquire funding or resources and take action to reduce risk through projects, such as home elevation, or processes, such as enforcing building codes. | X | X | X | X | X | X | |
| Provide functional capacity and technical expertise to implement long-term vulnerability reduction projects across the whole community, whether engineering a bridge to withstand an earthquake, planning a future development for resilience, or building redundancies into critical infrastructure and lifeline systems. | | X | X | X | X | X | X |
| Identify loss reduction and loss control methods and resources to develop mitigation strategies that reduce risks from threats and hazards to personnel, assets, and operations. Maintain continuity of government and/or continuity of operations/business continuity. | | | X | X | X | X | X |
| Become familiar with public information and warning systems, share information with friends and neighbors, build skills to enhance behavioral health resilience, plan ahead, and promote mitigation efforts within communities. | X | X | X | X | X | | |

| Role/Responsibility | Individuals, Families, and Households | Communities | Nongovernmental Organizations | Private Sector Entities | Local Governments | State, Tribal, Territorial, and Insular Area Governments | Federal Government |
|---|---|---|---|---|---|---|---|
| Conduct and fund outreach and education to effectively communicate successful practices, local mitigation priorities, and event-specific warnings and information in ways that are clear, consistent, accessible, and culturally and linguistically appropriate. Plan ahead and incorporate the needs of those with disabilities and others with access and functional needs. | | X | X | X | X | X | X |
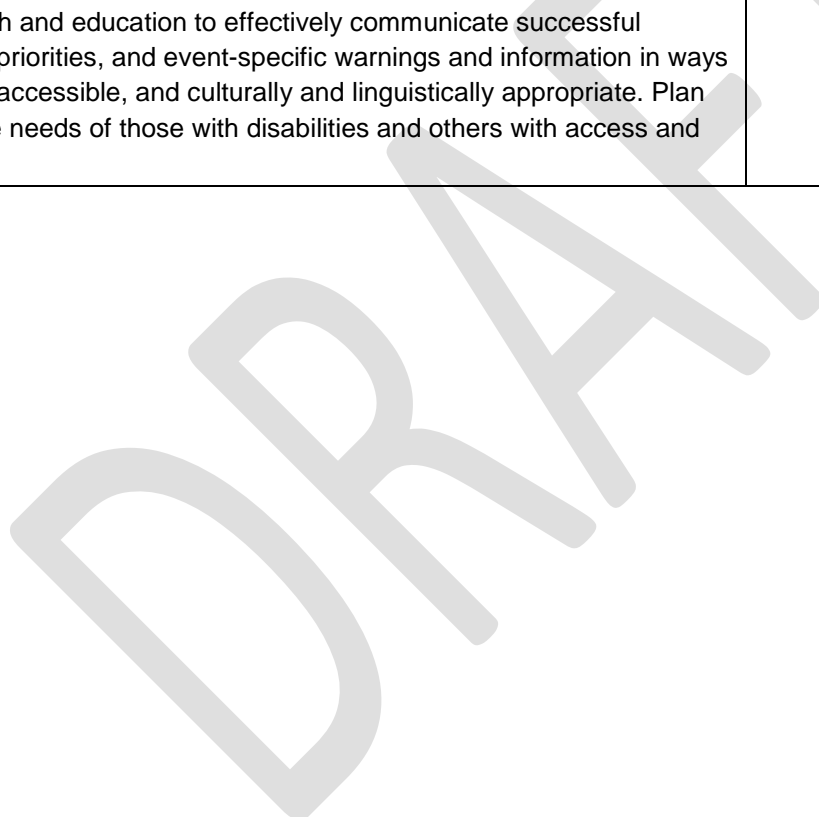
# Core Capabilities

483 Building on the National Preparedness Goal, this section explains what each mitigation core
484 capability entails, the context in which it is employed, and the critical tasks associated with it. This is
485 not an exhaustive list of mitigation capabilities but rather a description of the core capabilities used
486 across the Nation. Individuals and households, communities, private sector and NGOs, and all levels
487 of government should evaluate their particular risks and existing resources to determine whether and
488 how to further develop and deploy these capabilities.

516

**Table 2: Core Capabilities by Mission Area[11]**

| Prevention | Protection | Mitigation | Response | Recovery |
|---|---|---|---|---|
| Planning | | | | |
| Public Information and Warning | | | | |
| Operational Coordination | | | | |
| Forensics and Attribution<br><br>Intelligence and Information Sharing<br><br>Interdiction and Disruption<br><br>Screening, Search, and Detection | Access Control and Identity Verification<br><br>Cybersecurity<br><br>Intelligence and Information Sharing<br><br>Interdiction and Disruption<br><br>Physical Protective Measures<br><br>Risk Management for Protection Programs and Activities<br><br>Screening, Search, and Detection<br><br>Supply Chain Integrity and Security | Community Resilience<br><br>Long-term Vulnerability Reduction<br><br>Risk and Disaster Resilience Assessment<br><br>Threats and Hazard Identification | Critical Transportation<br><br>Environmental Response/Health and Safety<br><br>Fatality Management Services<br><br>Fire Management and Suppression<br><br>Infrastructure Systems<br><br>Logistics and Supply Chain Management<br><br>Mass Care Services<br><br>Mass Search and Rescue Operations<br><br>On-scene Security, Protection, and Law Enforcement<br><br>Operational Communications<br><br>Public Health, Healthcare, and Emergency Medical Services<br><br>Situational Assessment | Economic Recovery<br><br>Health and Social Services<br><br>Housing<br><br>Infrastructure Systems<br><br>Natural and Cultural Resources |

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[11] Planning, Public Information and Warning, and Operational Coordination are common to all mission areas.

523

524 Comprehensive mitigation strategies consider the systems that make up communities and the Nation.
525 Mitigation activities are implemented through the core capabilities with consideration given to the
526 economy, housing, health and social services, infrastructure, and natural and cultural resources
527 (shown in Figure 3).[12]



**Economic**
Strategies to support a prosperous, more competitive, and resilient economy and to restore economic vitality following an incident

**Health and Social Services**
Strategies for providing health and social services to promote the health, independence, and well-being of the whole community

**Housing**
Strategies for building more resilient housing and incorporating mitigation activities as part of new construction or rebuilding activities

**Infrastructure**
Strategies to provide and strengthen essential infrastructure and services, including transportation infrastructure and modes, to reduce vulnerability and increase resilience

**Natural and Cultural Resources**
Strategies to conserve, protect, and restore the natural and cultural assets of the community

528                    **Figure 3: Comprehensive Mitigation Includes Strategies for All Community Systems**

529 Figure 4 depicts the seven core capabilities. The Threats and Hazard Identification and Risk and
530 Disaster Resilience Assessment capabilities enable risk-based decision making based on both general
531 and localized information about threats, hazards, and vulnerabilities. The Planning capability enables
532 a process that evaluates and prioritizes mitigation options for reducing risk, which are then
533 implemented through the Long-term Vulnerability Reduction capability by taking actions to reduce
534 risk and increase resilience. The whole community contributes to and benefits from the Operational
535 Coordination capability, which promotes effective collaboration and avoids duplication of effort. The
536 whole community also shares information about risks to increase awareness and ongoing or
537 recommended mitigation activities through the Public Information and Warning capability. The

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[12] The community systems listed here intentionally parallels the components of the National Disaster Recovery Framework. These are the essential systems that constitute the backbone of effective communities.

538   Community Resilience capability enables all of the other capabilities by providing the leadership and
539   collaboration necessary to identify, build support for, initiate, and sustain mitigation efforts that
540   reflect the needs and priorities of all pertinent stakeholders.

541   There are three capabilities that cross all five mission areas: Planning, Public Information and
542   Warning, and Operational Coordination. These capabilities are shared and provide direct linkages
543   among the mission areas.
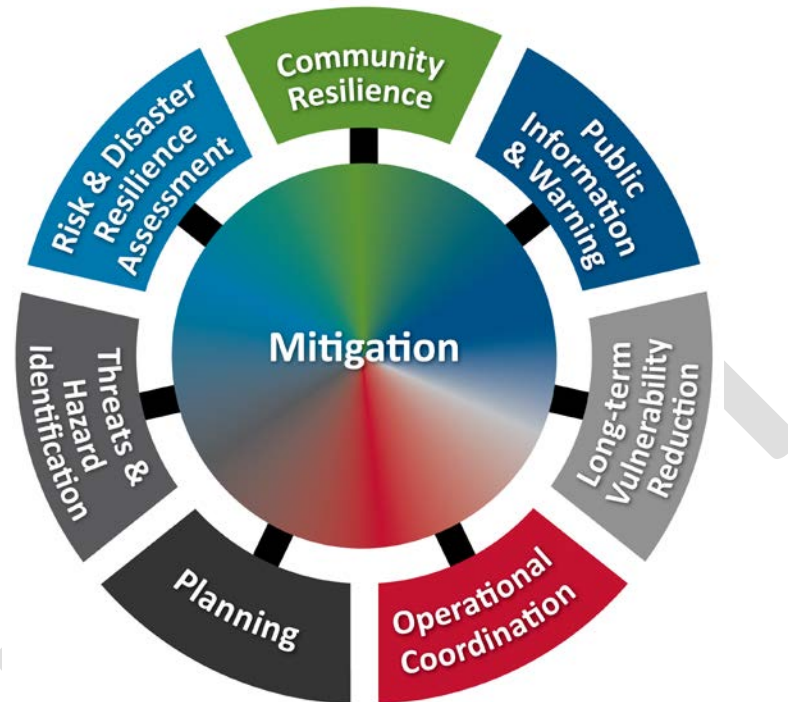


544   **Figure 4: Mitigation Core Capabilities**

545   ## *Threats and Hazard Identification*

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

549   ### Capability Description

550   In the context of mitigation, this capability involves the continual process of collecting timely and
551   accurate data on threats and hazards, including accounting for the future impacts of climate change
552   on weather hazards, to meet the needs of analysts and decision makers. Threats and Hazard
553   Identification relies on two-way data collaboration—nationally generated and locally derived data.
554   The bottom-up approach requires proactive, self-reliant, and empowered communities to gather data.
555   Partners at all levels in the community make use of local, regional, state, and national data. Modeling
556   and tools are refined by more specific local data. This approach ensures that existing national data
557   can be reinforced and verified at the local level and improved as new data are generated.

558   Both approaches generate a strategic, holistic picture that the community can share and use. Outputs
559   derived from Threats and Hazard Identification activities may be used to inform planning activities in

560  the other mission areas, especially Protection and Response. In return, lessons learned in the other
561  mission areas can be used to augment Threats and Hazard Identification data, models, and tools.

562  Effective Threats and Hazard Identification is supported by standardized data sets, platforms,
563  methodologies, terminologies, metrics, and reporting to unify levels of effort across all layers of
564  government and society, reducing redundancies. Threats and Hazard Identification also requires the
565  ability to synthesize real-time, static, prospective, and historical data to accurately assess risk.

## Critical Tasks for Threats and Hazard Identification

567  ▪ Identify data requirements across stakeholders.

568  ▪ Gather required data in a timely and accurate manner in order to effectively identify threats and
569     hazards.

570  ▪ Ensure that the right data are received by the right people at the right time.

571  ▪ Share appropriate data on natural and manmade hazards in a transparent and usable manner.

572  ▪ Strike a proper balance between dissemination and classification of national security and
573     intelligence information.

574  ▪ Build cooperation among private and public sectors by protecting internal interests but sharing
575     threats and hazard identification resources and benefits.

576  ▪ Leverage available third-party data, tools, and information; social media; and open-source
577     technology.

578  ▪ Translate data into meaningful and actionable information through appropriate analysis and
579     collection tools to aid in preparing the public.

## *Risk and Disaster Resilience Assessment*

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

## Capability Description

585  Risk and Disaster Resilience Assessment is the evaluation of threats, hazards, vulnerabilities,
586  consequences, needs, and resources through algorithms or other methods to define and prioritize risks
587  so community members, decision makers, and responders can make informed decisions and take the
588  appropriate action. Such an assessment directly connects threat and hazard data and information in
589  order to analyze and understand the potential effects on a community. A robust Risk and Disaster
590  Resilience Assessment capability allows a comparison and prioritization of risks from disparate
591  threats and hazards across a variety of communities and jurisdictions. Outcomes from Risk and
592  Disaster Resilience Assessments can be leveraged to increase risk awareness, to inform planning
593  efforts, and allocate resources across the mission areas.

## Critical Tasks for Risk and Disaster Resilience Assessment

595  *Data*

596  ▪ Share risk assessment data, both new and existing, to establish common operations across
597     mission areas and standardized data requirements and guidance. Secure sensitive data as
598     appropriate.

599  ▪  Establish standard data formats to enable sharing of vulnerability data and risk assessment
600     outputs.

601  ▪  Provide the right data to the right people at the right time.

602  ▪  Incorporate vulnerability data sets, such as population, demographic, infrastructure inventory and
603     condition assessment information; climatological, geological, and environmental factors; critical
604     infrastructure, lifelines, and key resources; building stock; and economic data to calculate the risk
605     from the threats and hazards identified.

606  ▪  Incorporate data from lessons learned and statistical information to target consideration of
607     populations (such as for individuals with disabilities or access and functional needs, limited
608     English proficiency populations, and racially and ethnically diverse communities).

609  ▪  Update risk assessments to include changes to the risks and the physical environment. This
610     includes aging infrastructure, new development, new mitigation projects and initiatives, post-
611     event verification/validation, new technologies or improved methodologies, and better or more
612     current data.

613  ▪  Create and maintain redundant systems for storing and protecting information and essential
614     records.

615  *Analysis*

616  ▪  Perform credible risk assessments using scientifically valid and widely used risk assessment
617     techniques.

618  ▪  Understand social and structural vulnerabilities.

619  ▪  Incorporate knowledge gained by those who have experienced incidents to help understand all
620     the interdependencies, cascading impacts, and vulnerabilities associated with threats and hazards.

621  ▪  Validate, calibrate, and enhance risk assessments by relying on experience and knowledge
622     beyond raw data or models.

623  ▪  Develop analysis tools to provide information more quickly to those who need it and make use of
624     tools and technologies, such as geographic information systems (GIS).

625  ▪  Consolidate analysis efforts to remove useless duplication and provide a more uniform picture of
626     the risks.

627  *Education and Training*

628  ▪  Build the capability within communities to assess, analyze, and apply the knowledge of risk and
629     resilience.

630  ▪  Ensure that data users and assessment stakeholders get the best available data and understand the
631     assumptions/estimations made in the methodology.

632  ▪  Train stakeholders to develop risk assessments and have the same accurate and comprehensive
633     standards of assessment outputs.

634  ▪  Use risk assessments to design exercises for response activities and to determine the feasibility of
635     mitigation projects and initiatives.

## *Planning*

> 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.

## Capability Description

Planning is vital to mitigation, whether it happens at the individual level; in neighborhoods, cities, regions, tribes or states; at the national level; or in groups that do not share the same geographic area. Within mitigation, planning is a systematic process that translates risk assessment data and information into prioritized goals and actions for the whole community. Federal agencies, states, businesses, individuals, and groups all develop plans for increasing their resilience. Effective plans are living documents that evolve over time and address new risks and vulnerabilities as they arise.

The planning process is a tool to integrate risk analysis and assessment of local capabilities and authorities into community priorities and decision making. This includes the development of plans related to family emergencies, land use, critical infrastructure, transportation, capital improvement, business improvement districts, sustainability, continuity, disaster recovery, climate adaptation, energy assurance, housing, public health, and multi-hazard mitigation. Wherever possible, mitigation planning should capitalize on existing community efforts. Integrating planning efforts across sectors, disciplines, and mission areas and sharing risk analyses and vulnerability assessments eliminate redundancy, conserve resources, and identify common solutions.

To these ends, it is vital that plans reflect the values of the whole community. Planning is most effective when it is driven by local need rather than Federal mandates. Individuals and the private sector bring specific, valuable expertise and resources to the table when developing and executing plans. Planning teams should be integrated and represent a broad spectrum of the population, both public and private, so that plans result in strategies and actions that are more meaningful and relevant to the mitigation process and the community.

Local governments that integrate the rights of individuals with disabilities and others with access and functional needs into mitigation planning reduce adverse consequences and barriers that create risk for them and those associated with them and increase independence. For example, the design, construction, alteration, and implementation of program access in emergency management facilities and programs permits individuals with disabilities and others with access and functional needs with the equal opportunity to participate in and benefit from emergency preparedness. Advance planning to ensure disability-related assistance/access and functional needs support services, durable medical equipment, and consumable medical supplies mitigate the adverse effects that disasters have on individuals with disabilities and others with access and functional needs.

## Critical Tasks for Planning

- Embed risk-based decision making into the planning processes.

- Collaborate, cooperate, and build consensus across other disciplines that impact plans.

- Understand the demographics and systems that make up the community and their vulnerabilities and interdependencies with each other.

- Include disability and other access and functional needs subject matter experts in mitigation planning to address considerations, such as architectural accessibility through compliance with the Americans with Disabilities Act architectural standards; disability and other access and functional needs advocacy organizations, such as independent living centers; and providers of

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disability- and other access and functional needs-related assistance/functional needs support services (FNSS).

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- Understand the full range of animal[13] issues in the community. This will ensure that the jurisdiction is equipped to comprehensively address human and animal issues and take steps to mitigate vulnerabilities in this area during or after a disaster. Understand the unique differences between animals generally, as well as service animals, and the civil rights of their users, such as not being separated from their service animals and being able to use all parts of facilities the public uses.

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688
- Incorporate the findings from the assessment of risk and disaster resilience into the planning process.

689
- Seek out and incorporate the whole community in planning efforts.

690
- Build on the expertise, knowledge, and systems in place within the community.

691
692
- Coordinate the planning and development of interconnected initiatives that may have geographic, functional, or funding connections.

693
694
- Share success stories where resilience-based planning has demonstrated measureable effectiveness in creating economic vitality within communities.

695
696
- Engage in a peer-to-peer and regional partnership (coalitions) mentoring structure that promotes best practices, particularly when the planning capability is not present in a community.

697
698
- Foster public-private partnerships to promote resilience and maximize the use of available resources.

699
- Promote planning initiatives through multiple media sources.

700
### Effective Planning Practices

701
- Provide incentives, information, and tools for businesses to exceed minimum standards.

702
703
- Strengthen building codes and enforcement to address appropriate local threats and hazards.

704
- Create economic development opportunities that reduce vulnerabilities.

705
706
- Implement strategies before a disaster to ensure post-incident continuity and expedite decision making and planning during the recovery period.

707
- Create communications networks to reach all partners in the community.

708
- Exercise the decision making process outlined in the plan.

709
- Include a timetable for implementation of mitigation actions.

710
- Monitor plan usefulness.

711
712
- Account for stakeholder values in light of hazard mitigation—find planning initiatives that build off long-standing community values.

713
- Include mitigation strategies in community development comprehensive plans.

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[13] As members of the community who may be affected by incidents, animals may include household pets, service and assistance animals, working dogs, livestock, wildlife, exotic animals, zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries.

## Community Resilience

> Enable the recognition, understanding, communication of, and planning for risk and empower individuals and communities to make informed risk management decisions necessary to adapt to, withstand, and quickly recover from future incidents.

## Capability Description

Community Resilience requires leadership, collaboration, partnership building, education, and skill building. A community uses these skill sets to increase awareness of, understand, and assess its risks and to lead, plan, coordinate, and execute actions that reduce vulnerability over the long term. The Community Resilience capability supports and orchestrates all mitigation activities and builds the capacity of the whole community.

Each community contributes to the Goal by preparing for the risks that are most relevant and urgent for them individually. Official and informal leaders at all levels are important messengers, models, and change agents to ensure that 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.

## Aspects of the Community Resilience Capability

*Leadership: The ability to bring together a group that collaborates to make well-informed, timely decisions.*

A resilient community embodies the risk-based culture—one of vigilance, periodic assessment, and continuous improvement. Establishing resilience often requires improvements to the processes, task organization, prioritization, and sometimes even the culture of a community's everyday business. Leading such change, or merely maintaining the resilient character of a community, requires embracing and adopting mitigation principles. Leaders need to demonstrate to community members the intrinsic benefits of implementing change, and then project a vision of the future that inspires community members to change mindsets and behaviors to adopt a more resilient outlook.

Keeping mitigation activities credible and relevant to a community will also help address complacency when there has not been an incident in recent history to highlight the need for ongoing mitigation. Maintaining a continual dialogue in a trusted environment is essential for connecting public and private sector interests, as well as individual and shared values, interests, and priorities across multiple communities.

*Collaboration: A broad engagement and ongoing dialogue about threats and vulnerabilities and meaningful, sustained participation in community preparedness activities, planning and decision making.*

Meaningful risk reduction measures will frequently include collaboration among private sector interests in community development, public sector or law enforcement interests in community safety, and various other interest groups, such as those representing children, seniors, and those with disabilities and others with access and functional needs. Creating an environment that capitalizes on shared interests and addresses differences is crucial to accomplishing resilience. Collaboration among and by communities provides valuable information, resources, knowledge, skills, and support that facilitate actions and planning to adapt and withstand and emergency or disaster. Further collaboration includes schools and childcare; public, agricultural/animal, and environmental health departments; hospitals/hospital associations; and behavioral health services. A community will

757 recover more effectively with intact school, childcare, and health and medical systems. Leadership
758 should foster inclusion of the whole community, including members with disabilities and others with
759 access and functional needs, limited English proficiency, and ethnically and racially diverse groups.

760 *Partnership Building: The establishment of long-term relationships—well before, during, and*
761 *after incidents—that support ongoing communication and awareness building, decision making,*
762 *and the implementation of plans and decisions.*

763 Resilient communities utilize education and outreach tools to create opportunities that advance
764 mitigation. Partnership building is a key to resilient communities. Mitigation capabilities are
765 coordinated through new and existing partnerships at all levels of government with the private sector
766 and NGOs. Partnerships and coalitions facilitate the timely exchange of information and provide a
767 potential source of shared resources through mutual aid and assistance agreements. Partnerships also
768 support a vital educational component, promoting or sharing risk management knowledge and
769 strategies within communities, and supporting a variety of skill sets and stakeholders. The continued
770 use of a partnership model promotes the coordinated delivery of mitigation capabilities.

771 *Education and Skill Building*

772 Resilient communities utilize education and outreach tools to create opportunities that advance
773 mitigation.   They build skills for society that is robust, adaptable, and has the capacity to withstand
774 an incident that enables rapid recovery. Resilient communities are capable of adapting to change and
775 can integrate new information or educate communities on how to change systems to improve their
776 resilience. Partnerships and professional groups capture mitigation success stories from communities
777 across the country, share experiences, and develop new resources and skills within their own
778 communities. There is a wealth of information on risk reduction activities (available from the private
779 sector; local, state, tribal, and territorial government; and Federal sources), as well as a wide range of
780 education and outreach material available from communities with expertise. Participation in national
781 campaigns also raises awareness of preparedness and resilience which lends credibility to all
782 mitigation efforts.

783 Resilient communities leverage these resources and integrate them into their training and outreach
784 efforts. Educational institutions—from preschool to graduate-level programs—professional
785 certification groups, and continuing education programs have a unique opportunity to incorporate
786 resilience topics into their curriculum, affecting education in multiple disciplines. Providing
787 individuals and communities with equal access to information and resources will facilitate actions to
788 adapt and withstand an emergency or disaster. By empowering individuals and communities with
789 knowledge and skills we build a collective understanding of our roles and responsibilities in crisis.

790 ## Critical Tasks for Community Resilience
791 ▪ Know the community's systems, which make up the community, and how to build constructive
792    partnerships.

793 ▪ Understand the risks facing a community, including physical, social, economic, and
794    environmental vulnerabilities to all threats and hazards and foster risk adaptive behaviors.

795 ▪ Recognize and communicate the reinforcing relationships between environmental stewardship
796    and natural hazard risk reduction (e.g., enhancement of flood storage through wetland
797    protection/restoration and holistic floodplain management).

798 ▪ Communicate and utilize the best available localized climate projections so that the public and
799    private sectors can make informed decisions about adaptation.

800    ▪  Know the community's permanent and transient population demographics and use that
801       information to plan ahead to address resilience for the whole community, including individuals
802       with disabilities and others with access and functional needs.

803    ▪  Foster sustained communication, civic engagement, and the development and implementation of
804       proactive planning, response, and long-term risk reduction actions in the whole community.

805    ▪  Conduct community preparedness activities that empower individuals and communities with
806       information and resources that facilitate actions to enhance their resilience.

807    ▪  Convince community members of the value of mitigation for reducing the impact of disasters and
808       the scale of response and recovery efforts.

809    ▪  Identify and promote sound choices and discourage choices that increase vulnerabilities and
810       risks.

811    ▪  Inspire transparency in risk management decision making so that individuals, communities,
812       private organizations, and all levels of government demonstrate how resilience is considered.

813    ▪  Recognize the interdependent nature of the economy, health and social services, housing
814       infrastructure, and natural and cultural resources within a community.

815    ▪  Acknowledge and seek out naturally occurring relationships within communities and build
816       partnerships and coalitions before disasters or incidents occur.

817    ▪  Educate the next generation of community leaders and resilience professionals; learn from the
818       past and from what is working in the present.

819    **Community resilience** is expressed through a holistic approach to risk reduction. The
820    success of one element relies upon the resilience capacity of other elements. For
821    example, when a large business facility is retrofitted to account for wind and flood
822    hazards, the community is also motivated to strengthen area schools, employee housing,
823    and transportation infrastructure to ensure that workers will be able to quickly rebound
824    from an incident, return to work, and restore the community's tax base. Similarly, when a
825    school district or parks department ensures that its facilities, which are used as
826    emergency shelters, are architecturally accessible for people with disabilities and others
827    with access and functional needs, the community strengthens its school or park system
828    and emergency management system, and maximizes the independence of people with
829    disabilities and others with access and functional needs.

830    Collaborative steady-state Prevention and Protection activities support the Community Resilience
831    capability. Increased resilience, brought about through engaged leadership, collaborative
832    partnerships, and education efforts, lessens the Response requirements following an incident.
833    Resilient communities are likely to be better coordinated and prepared for Recovery activities,
834    including the restoration of physical, economic, and social infrastructures. Lessons learned from the
835    other mission areas can be incorporated in subsequent resilience building initiatives and planning
836    efforts.

## *Public Information and Warning*

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

## Capability Description

Effective mitigation is powered throughout its capabilities by risk-informed decision making. For mitigation, the Public Information and Warning capability includes all information targeted toward creating resilient communities. Ideally, the whole community shares information; communicates analytical findings; conducts outreach, engagement, and education; and builds consensus as part of ongoing actions. This capability provides a continuous flow of risk and hazard information to the whole community, in particular to people who authorize action before and following a disaster and drive risk-informed recovery decisions.

Timely, accurate, and open information sharing, along with mutual regard and respect for all stakeholders, provides the foundation for effective engagement. The most critical elements of information concerning hazards, risk, responsibilities, successful practices, preventive measures, situational awareness, capabilities, and available assistance should be clearly and openly communicated by leaders to the whole community—including individuals with disabilities and others with access and functional needs, the socially isolated, children, seniors, ethnically and racially diverse communities, and people with limited English proficiency.

## Critical Tasks for Public Information and Warning

### *Steady-state/Ongoing Operations*

- Persuade the public that it is worthwhile to build a resilient community. Encourage private and public sector partners to work together to communicate the benefits of mitigation action and arrive at solutions.

- Increase awareness of the risks and the actions they can take to mitigate those risks.

- Communicate priorities and actions identified through risk analysis and plans to stakeholders and those expected to take action to reduce risk.

- Refine and consider options to publicly release potentially sensitive risk information.

- Use social media, Web sites (e.g., Ready.gov), and smartphone applications, as well as more traditional mechanisms, such as community meetings or ethnic media outlets, to inform the public of actions to take to connect preparedness to resilience. Information and messaging should ensure effective communication with individuals who have disabilities or access and functional needs, including those who are deaf, hard of hearing, blind, or have low vision, through the use of appropriate auxiliary aids and services, such as sign language and other interpreters and the captioning of audio and video materials.

- Promote mitigation and resilience to the public through a national preparedness campaign to increase public awareness and motivate individuals to build societal resilience prior to an event.

- Target messages to reach organizations representing children, individuals with disabilities or access and functional needs, diverse communities, and people with limited English proficiency.

- Support and increase the number of communities that develop and share risk reduction products (e.g., building codes, design standards, floodplain management principles and practices, and architectural accessibility standards).

### *Incident-driven Operations*

- Provide the tools necessary to make decisions quickly, such as a synchronization matrix that allows multiple leaders to make independent decisions.

883     ▪    Share information obtained through coordinating activities to inform response and recovery
884          decision making by effectively communicating threat and hazard risk analysis.

885     ▪    Conduct outreach with atypical partners. Coordinate common messaging and verified source
886          communications through local community leaders.

887     ▪    Capitalize on the critical post-disaster window of opportunity and the media information cycle to
888          influence public opinion to take steps toward future mitigation.

889     *Change Management*

890     ▪    Address evolving risk perception and risk communication within a community.

891     ▪    Practice science-based methods, such as community-based social marketing, to create behavior
892          change.

## *Long-term Vulnerability Reduction*

893

894     Build and sustain resilient systems, communities, and critical infrastructure and key
895     resources lifelines to reduce their vulnerability to natural, technological, and human-
896     caused incidents by lessening the likelihood, severity, and duration of the adverse
897     consequences related to the incident.

## Capability Description

898

899     The Long-term Vulnerability Reduction capability encompasses a variety of actions that reduce
900     vulnerability. A resilient community has taken stock of the threats and hazards it faces; analyzed its
901     available resources, processes, programs, and funding opportunities; and adopted successful practices
902     as it promotes individual and community safety and resilience. The result is an informed action that
903     leads to lasting reductions in vulnerability.

904     Building this capability enhances resilience and vitality across economic, housing, health and social,
905     natural and cultural resources, and infrastructure considerations. Further, it lessens the effects of
906     natural, technological/accidental, or adversarial/human-caused incidents. Reducing vulnerability over
907     the long term can include actions as varied as including mitigation measures in construction and
908     development plans and projects, adopting and enforcing hazard-resistant building codes and
909     standards, establishing redundant data storage and processing systems, or initiating and maintaining
910     neighborhood civic associations. The Long-term Vulnerability Reduction capability includes
911     initiatives and investments that reduce Response and Recovery resource requirements in the wake of
912     a disaster or incident. Individuals and organizations active across all mission areas can help identify
913     opportunities to reduce risk and build resilience through this capability.

914     Long-term Vulnerability Reduction requires a commitment to the long-term planning and investment
915     processes to ensure community resilience and vitality after an incident. Community partners and
916     stakeholders should be engaged and educated on risks, vulnerabilities, and mitigation activities. They
917     should share necessary resources to avoid duplication of effort. Reducing long-term vulnerabilities
918     combined with continuity of operations and recovery planning before a disaster, increase resiliency
919     and the likelihood that communities and organizations can perform essential functions and deliver
920     core capabilities after an event. The result is a safer community that is less reliant on external
921     financial assistance.

## Critical Tasks for Long-term Vulnerability Reduction

Mitigation actions are successfully implemented with commitment from the community. Engaging the whole community with a stake in vulnerability reduction ensures that public and private entities, as well as individuals, are invested, fully active partners.

### *Individual and Local Community*

- Broaden the use of natural hazards and catastrophic insurance.

- Develop plans and recognize that a prepared individual or family is the foundation of a resilient community.

- Promote neighborhood activities and encourage volunteerism that advances preparedness awareness campaigns.

- Adopt and enforce a suitable building code to ensure resilient construction.

- Incorporate mitigation measures into construction and development projects that take into account future conditions based on physical changes as well as climate change.

- Capitalize on opportunities during the recovery building process to further reduce vulnerability.

### *Private Sector*

- Determine the level of appropriate risk reduction to incorporate in operational and capital improvement projects.

- Advance projects and activities that do not increase the residual risk in nearby neighborhoods and communities.

- Coordinate with government and community organizations to reduce duplication of effort and encourage complementary efforts.

### *Government*

- Put community plans which include mitigation and resilience to work.

- Execute identified risk management actions and projects resulting from analysis and planning processes in the community.

- Make risk avoidance and reduction a priority in capital improvement projects.

- Employ a variety of incentives, statutory and regulatory requirements, and voluntary initiatives to implement successful practices throughout communities.

- Be transparent and explicit about mitigation efforts in order to increase and sustain whole community investment, reduce duplication of effort, and encourage complementary efforts by partners.

- Establish standards and practices to reduce long-term vulnerability.

- Capitalize on opportunities during the recovery building process to further reduce vulnerability.

## *Operational Coordination*

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

## Capability Description

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

More specifically, Operational Coordination is the conduit to and from stakeholders. It leverages other mitigation capabilities and other mission areas to promote resource sharing, collaboration, and whole community mitigation. This capability is broad and could refer to a physical coordinating body or a document that outlines procedures. Effective Operational Coordination enables efficient information flow and contains a feedback mechanism that incorporates improvements back into the governing process and structures.

Some threats, hazards, or disasters require highly disciplined and uniform operational coordination. This is particularly true during initial response and recovery activities where incident command and control structures are in place to ensure the safety of responders and provide continuity and accountability for survivors. Other situations, such as daily building enforcement operations or community planning efforts, are more decentralized and organic in their coordinating structures, bringing together varied and complex stakeholders with unique authorities and responsibilities. Whatever the coordination required, mitigation works effectively as part of all operational environments and brings risk-informed decisions to support activity across the whole community of national preparedness.

## Critical Tasks for Operational Coordination

### Steady-state/Ongoing Operations

- Establish procedures and build partnerships and coalitions that support mitigation capabilities across the whole community and emphasize a coordinated delivery of mitigation capabilities.

- Identify mitigation roles and responsibilities and engage stakeholders across the whole community to support the information sharing process.

- Recognize the complexity of various interest groups and integrate organizations across communities, including public-private partnerships.

### Incident-driven Operations

- Emphasize mitigation technique integration into Incident Command System (ICS)[14] planning cycles by command and general staff representatives and educate whole community partners.

- Use and leverage mitigation products and capabilities, such as the identification of threats and the assessment of risk, to support incident operations.

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[14] ICS is a standardized, on-scene, all-hazards incident management approach that allows for the integration of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, enables a coordinated response among various jurisdictions and functional agencies, both public and private, and establishes common processes for planning and managing recourses.

995     ▪  Contribute to the situational awareness and a common operating picture for the entire Federal
996        Government and for local, state, tribal, and territorial governments, as appropriate, in the event of
997        a natural disaster, act of terrorism, or other manmade disaster.

998     ▪  Capitalize on opportunities for mitigation actions following disasters and incidents.

999     *Change Management*
1000    ▪  Adapt to evolving risks and changing conditions including those as a result of climate change.

1001    ▪  Look for ways to include new stakeholders in mitigation capabilities.

# Coordinating Structures and Integration

1003    Coordinating structures are composed of representatives from multiple departments or agencies,
1004    public and/or private sector organizations, or a combination of these. Coordinating structures are able
1005    to facilitate preparedness and delivery of capabilities, and they provide guidance, support, and
1006    integration to aid in the preparedness of the whole community and building resilience at the local,
1007    regional, and national levels. They ensure ongoing communication and coordination among all
1008    parties involved in preparing and delivering capabilities before and after disasters.  Continuity and
1009    recovery planning at all levels support coordinating structures being able to provide uninterrupted
1010    guidance, support and integration following an incident.

1011    At the Federal level, the Secretary of Homeland Security coordinates Federal preparedness activities,
1012    and multiple departments and agencies provide guidance, support, and integration in order to
1013    facilitate community preparedness by delivering core capabilities. Federal agencies facilitate the
1014    ongoing communication and coordination of all involved parties. The preponderance of the
1015    coordinating structures originates and is sustained at a regional and local scale.

1016    The coordinating structures for mitigation should focus on creating a national culture shift that
1017    embeds risk management and mitigation in all planning, decision making, and development.
1018    Regardless of the level of the coordinating structure, consideration of risk management and
1019    mitigation will reduce the Nation's risk and associated consequences. Coordinating structures at the
1020    national level, particularly the Federal Government, should always strive to make Federal programs
1021    most useful and reduce the time it takes to go through processes. Figure 5 illustrates examples of
1022    coordinating structures.
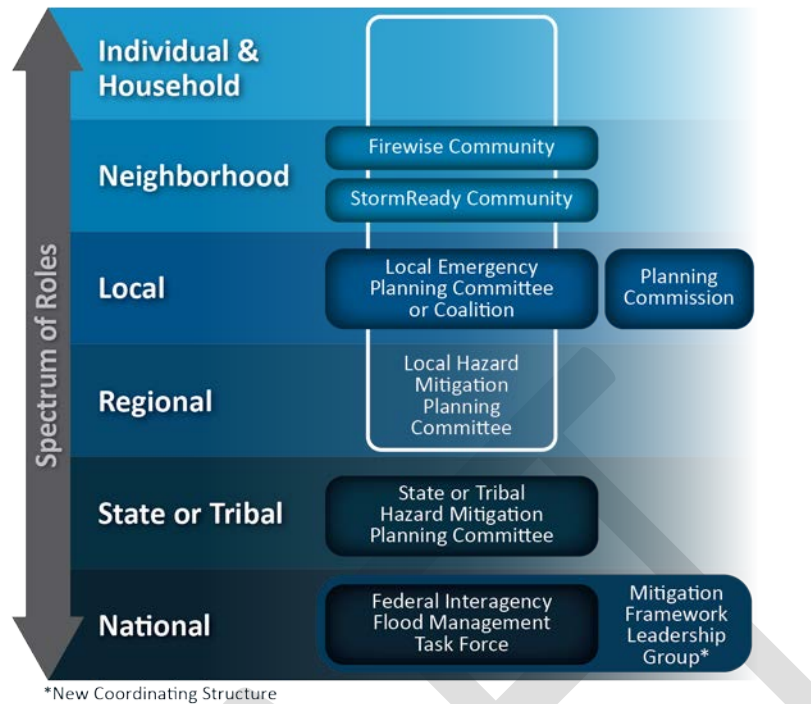
1023                                    **Figure 5: Examples of Coordinating Structures**

1024 *Local Coordinating Structures*

1025 Local communities have specific cultures, values, norms, and laws that reflect their history, residents,
1026 and geography. The Mitigation Framework seeks to use—not dismiss—the local organizations and
1027 entities within a community that can build resilience and community vitality. These include, but are
1028 not limited to:

1029 ▪ Economic development commissions

1030 ▪ Public works agencies

1031 ▪ Private development enterprises

1032 ▪ Planning commissions

1033 ▪ Community emergency response teams

1034 ▪ Faith-based organizations

1035 ▪ Citizen Corps Councils

1036 ▪ Service groups

1037 ▪ Voluntary organizations

1038 ▪ Public and private schools

1039 ▪ Resources and referral/advocacy agencies for children, families, and those with disabilities and
1040  others with access and functional needs

1041 ▪ Local mitigation committees.

1042  It may be appropriate to establish neighborhood-level resilience teams that focus on long-term
1043  vitality across the systems that make up a community of economic, health and social, housing,
1044  infrastructure, and natural and cultural resources.

1045  Through multi-jurisdictional, state, sector, and national coordinating structures, specific efforts
1046  should be made to generate and sustain neighborhood and local coordinating structures, which, in
1047  turn, help to build a community's economic vitality and sustainability.

## *Multi-jurisdictional, State, and Sector Coordinating Structures*

1048

1049  Multi-jurisdictional, state, tribal, and sector coordinating structures adopt the character of the people
1050  and geography they serve. A set of structures has long been in place to advance mitigation. Through
1051  the National Mitigation Framework, efforts will be made to use and, where appropriate, expand the
1052  scope of existing structures to implement mitigation capabilities. National associations and hazard-
1053  specific coalitions offer particularly strong avenues to advance and coordinate mitigation capabilities.
1054  Existing structures that can advance elements of mitigation capabilities include:

1055  ▪ State hazard mitigation planning committees

1056  ▪ Long-term recovery groups

1057  ▪ State Disaster Recovery Coordinators and related coordination structures associated with the
1058  National Disaster Recovery Framework

1059  ▪ Water conservation boards

1060  ▪ Coastal commissions

1061  ▪ Regional/Metropolitan planning organizations

1062  ▪ Region healthcare coalitions

1063  ▪ Mutual aid compacts.

1064  State and major urban area fusion centers and Joint Terrorism Task Forces can take particular
1065  advantage of threat, hazard, risk, and resilience data generated through mitigation capabilities.

1066  Each of the Nation's critical infrastructure sectors has a Coordinating Council structure that should
1067  attend to resilience and the deployment of mitigation capabilities. Leveraging the efforts of the State,
1068  Local, Tribal, and Territorial Government Coordinating Council, the Sector and Government
1069  Coordinating Councils can encourage multi-jurisdictional and cross-sector leadership and decision
1070  making.

1071  Even with the value these existing structures offer, additional integrating structures may be
1072  necessary. For example, the Silver Jackets Program developed through the U.S. Army Corps of
1073  Engineers brings together multiple state, federal, and sometimes tribal and local agencies to learn
1074  from one another and apply their knowledge to reduce risk at the state level. State agencies come
1075  together with the Federal family of agencies in a common forum to address the state's flood risk
1076  management priorities.  Effective and continuous collaboration among state and Federal agencies is
1077  critical to successfully reduce the risk of flooding and other natural disasters in the United States and
1078  enhance response and recovery efforts when such incidents do occur. No single agency has all the
1079  answers; however, multiple programs can often be combined to provide a cohesive solution. Each of
1080  these entities brings a cross-section of leadership from the whole community to work together on
1081  behalf of the people they serve.

## Federal Coordinating Structures

1082 While the preponderance of mitigation activities and the investment therein flows from the local and
1083 regional level, Federal agencies play a critical role in supporting and incentivizing these actions
1084
1085 through the use of Federal resources.

1086 The President leads the Federal Government Mitigation efforts to prepare the Nation for all hazards,
1087 including natural disasters, acts of terrorism, and other manmade disasters. Pursuant to Presidential
1088 directive, the Secretary of Homeland Security is the principal Federal official for domestic incident
1089 management. The Secretary is also responsible for coordinating preparedness activities[15] within the
1090 United States to respond to and recover from terrorist attacks, major disasters, and other emergencies.

1091 Risk-based mitigation activities are a key component of preparedness. Consequently, the Secretary of
1092 Homeland Security developed the National Mitigation Framework as part of a series of integrated
1093 National Planning Frameworks designed to ensure effective domestic incident management. While
1094 local, state, and tribal governments generally bear primary responsibility for executing mitigation
1095 activities, the Secretary's broad responsibility to coordinate "preparedness activities" encompasses
1096 the coordination of the Federal unity of effort to protect against, prevent, and, when necessary,
1097 mitigate terrorist attacks, major disasters, and other emergencies.

1098 Federal unity of effort supports local, state, tribal, and territorial mitigation activities, as appropriate;
1099 does not interfere with the supervisory, command, or statutory authorities of relevant Federal
1100 departments and agencies; and ensures that Federal response and recovery operations and
1101 preparedness activities, such as mitigation, are complete, synchronized, and mutually supportive.

## National Coordinating Structures

1103 The National Security Council (NSC) is the principal policy body for consideration of national
1104 security policy issues requiring Presidential determination. The NSC advises and assists the President
1105 in integrating all aspects of national security policy as it affects the United States—domestic, foreign,
1106 military, intelligence, and economic (in conjunction with the National Economic Council). Along
1107 with its subordinate committees, the NSC is the President's principal means for coordinating
1108 Executive Branch departments and agencies in the development and implementation of national
1109 security policy.

1110 Another example of existing coordinating structures that support the Mitigation mission area is
1111 SSAs. The SSAs were created by Presidential directive in recognition of the statutory and/or
1112 regulatory authorities that exist in Federal departments and agencies to leverage expertise and
1113 institutional knowledge to enhance the protection and resilience of the Nation's critical infrastructure.
1114 In accordance with the National Infrastructure Protection Plan, the SSAs are tasked with building a
1115 safer, more secure, and resilient Nation by deterring, neutralizing, or mitigating the effects of
1116 deliberate efforts by terrorists to destroy or exploit elements of the Nation's critical infrastructure.
1117 The SSAs are also tasked with strengthening national preparedness, timely response, and rapid
1118 recovery of critical infrastructure in the event of an attack, natural disaster, or other emergency. The
1119 SSAs work with both public and private sector partners to develop protection and mitigation
1120 programs and resilience strategies. The SSAs also work with local, state, tribal, territorial, and
1121 Federal governments and nonprofit organizations.

1122 A Mitigation Framework Leadership Group (MitFLG) coordinates mitigation efforts across the
1123 Federal Government and assesses the effectiveness of mitigation capabilities as they are developed

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[15] Protection, prevention, and mitigation activities are preparedness activities.

1124 and deployed across the Nation. The MitFLG includes representatives from local, state, tribal, and
1125 Federal government. It will be chaired by FEMA in consultation with Department of Homeland
1126 Security (DHS) leadership. Consistent with PPD 1: Organization of the National Security Council
1127 System, the MitFLG coordinates with the relevant National Security Council Interagency Policy
1128 Committees. Non-Federal members of the MitFLG ensure appropriate integration of Federal efforts
1129 across the whole community. Private industry and nongovernmental coordination with the MitFLG
1130 comes through other mechanisms, such as structures available to SSAs.

1131 The MitFLG serves as a coordinating structure for integrating Federal efforts. Related councils, task
1132 forces, and committees can coordinate through the MitFLG. The operation of the MitFLG is not
1133 intended to alter or impede the ability of Executive Branch departments and agencies to carry out
1134 their authorities or perform their responsibilities under law and consistent with applicable legal
1135 authorities and other Presidential guidance.

| | |
|---|---|
| 1136 | **Mitigation Framework Leadership Group** |
| 1137 | Non-Federal membership includes: |
| 1138 | ▪ Local, state, tribal, and territorial government representatives. |
| 1139 | |
| 1140 | Federal membership includes, but is not limited to: |
| 1141 | ▪ Department of Agriculture |
| 1142 | ▪ Department of Commerce |
| 1143 | ▪ Department of Defense |
| 1144 | ▪ Department of Energy |
| 1145 | ▪ Environmental Protection Agency |
| 1146 | ▪ General Services Administration |
| 1147 | ▪ Department of Health and Human Services |
| 1148 | ▪ Department of Homeland Security |
| 1149 | ▪ Department of Housing and Urban Development |
| 1150 | ▪ Department of the Interior |
| 1151 | ▪ Department of Justice |
| 1152 | ▪ Small Business Administration |
| 1153 | ▪ Department of Transportation |
| 1154 | ▪ Department of Treasury. |

## *Integration*

1155
1156 While the Mitigation Framework focuses on risk rather than incidents, the mitigation capabilities
1157 serve critical roles that inform prevention, protection, response, and recovery efforts. During
1158 incidents, the focus should be on public safety and response, yet mitigation resources are still present
1159 and will align with the coordinating structures in place for the response phase through the Response
1160 mission area. In the immediate aftermath of an event, there is tremendous opportunity to obtain new
1161 hazard data, as well as develop and implement mitigation techniques in preparation for potential
1162 future incidents. After an event, there is political will, immediate experience, and strong
1163 opportunities for education that promote mitigation strategies and successful practices. The
1164 coordinating structures should take advantage of this to ensure that the opportunities available during
1165 this unique time are captured and used.

1166 As the transition from response to recovery occurs, mitigation resources will move from the response
1167 coordinating structures to the recovery coordinating structures. The transition ensures that mitigation
1168 activities are embedded in the recovery process and that every opportunity is taken to rebuild
1169 stronger and smarter in a way that increases the resilience of communities and sustains the economic
1170 vitality that is developed before—and recovered after—an incident.

# Relationship to Other Mission Areas

1172 Mitigation reduces the impact of disasters by supporting protection and prevention activities, easing
1173 response, and speeding recovery to create better prepared and more resilient communities. As a
1174 critical component of national preparedness, Mitigation capabilities should inform and support the
1175 other four mission areas. Many, if not all, frameworks could be in effect simultaneously across the

1176   full spectrum of operations. Mitigation depends on successful coordination and collaboration with
1177   each of the mission areas.

1178   Planning, Operational Coordination, and Public Information and Warning are the core capabilities
1179   that span all five mission areas. Within the Mitigation Framework, the Planning capability builds
1180   upon existing processes, focusing on the incorporation of risk information to inform decision makers.
1181   Planning for critical infrastructure will be coordinated between the Protection and Mitigation mission
1182   areas to support shared objectives. Pre- and post-disaster recovery planning will also build on the
1183   community-based planning performed under mitigation. Under the Operational Coordination
1184   capability, mitigation works effectively as part of all operational environments and brings risk-
1185   informed decisions to support activities across the whole community of national preparedness. This
1186   can include being a part of command and control structures during response and recovery and part of
1187   decentralized structures during steady-state operations. For mitigation, the Public Information and
1188   Warning capability focuses on sharing information and communicating risk awareness and mitigation
1189   messages among elements of the whole community.

1190   Mitigation activities exist in all of the national preparedness mission areas. Risk management and
1191   resilience activities take different forms for different mission areas but are based on the same
1192   mitigation principles and practices. In particular, threat and hazard identification and risk assessment
1193   products become the basis for each of the other mission areas, providing a clear understanding of the
1194   impacts from threats and hazards and providing an assessment of risk and resilience in the built
1195   environment and community before, during, and after an event. Insights and lessons learned from the
1196   other mission areas can be used to inform mitigation activities and resilience building efforts.

## Prevention Mission Area

1198   Threats and hazard identification and risk assessment information provides decision makers with
1199   awareness of and context for a threat or hazard event. Once specific threats and risks are ascertained,
1200   communities can then devise appropriate measures for mitigating those threats, thereby ultimately
1201   reducing vulnerability. Since prevention is the shared responsibility of all levels of government, the
1202   private and nonprofit sectors, and individuals, the risk management process is the means by which all
1203   stakeholders can integrate their insights and expertise and collaborate for long-term sustainability and
1204   overall community resilience.

## Protection Mission Area

1206   Activities in the Mitigation and Protection mission areas are typically performed in a steady-state or
1207   well before an incident. Protection places particular attention on security and deterrence of threats,
1208   while mitigation emphasizes achieving resilience by reducing vulnerabilities. Both seek to minimize
1209   consequences and have a shared focus on critical infrastructure. Addressing the security of that
1210   infrastructure falls within the Protection mission area, and addressing the resilience of the
1211   infrastructure falls within the Mitigation mission area. Threat, hazard, and risk analysis is necessary
1212   to effectively design successful strategies for mitigation and protection. Integration of risk
1213   information, planning activities, and coordinating structures reduces duplication of effort and
1214   streamlines risk management actions in both mission areas.

## Response Mission Area

1216   Effective community mitigation efforts directly limit the impact of an emergency or disaster, thereby
1217   reducing the required scale of response operations and associated costs of response. Threat and
1218   hazard information and risk assessment data can trigger crucial lifesaving and life-sustaining
1219   operations, particularly during natural disasters. Tools, such as inundation mapping for flood events,

1220    can be used to plan and determine appropriate lifesaving actions. Most importantly, these data can be
1221    used to develop a better understanding of the situation in order to deliver information for decision
1222    making while easing transition to recovery. When incidents impede the ability to communicate
1223    effectively or develop impact assessments, risk analysis and hazard modeling can provide operational
1224    assumptions for first responders to help them understand more about the situation and better prepare
1225    to respond.

## Recovery Mission Area

1227    The Mitigation and Recovery mission areas share a focus on a sustainable economy and rebuilding
1228    with overall resilience. Both use the same community systems considerations—economic, health and
1229    social services, housing, infrastructure, and natural and cultural resources (see Figure 3). Cross-
1230    mission area integration following a disaster is essential to identify risk avoidance and risk reduction
1231    actions being taken during the recovery process. Collaboration across the whole community provides
1232    an unmatched opportunity to integrate mission essential functions by infusing mitigation, resilience,
1233    and sustainability into the community's short and long-term recovery goals. Integrating mitigation
1234    actions into pre- and post-disaster recovery plans embeds systematic risk management actions that
1235    ensure a community is building resilience to future impacts. Linking recovery and mitigation breaks
1236    the cycle of damage-repair-damage resulting from rebuilding without mitigation following disasters.

1237    During recovery, effective planning-related mitigation actions can include moratoriums on
1238    reconstruction or development until the vulnerabilities have been accurately assessed
1239    and the need for higher or additional regulatory standards to reduce those vulnerabilities
1240    has been explored and approved.

# Operational Planning

1242    The National Planning Frameworks explain the role of each mission area in national preparedness
1243    and provide the overarching strategy and doctrine for how the whole community builds, sustains, and
1244    delivers the core capabilities. The concepts in the frameworks are used to guide operational planning,
1245    which provides further information regarding roles and responsibilities, identifies the critical tasks an
1246    entity will take in executing core capabilities, and identifies resourcing, personnel, and sourcing
1247    requirements. Operational planning is conducted across the whole community, including the private
1248    and nonprofit sectors and all levels of government. At the Federal level, each framework is supported
1249    by a mission area-specific Federal Interagency Operational Plan (FIOP). Comprehensive
1250    Preparedness Guide (CPG) 101 provides further information about the various types of plans and
1251    guidance on the fundamentals of planning.

1252    The following sections outline how operational planning is applied within the Mitigation mission
1253    area.

## Mitigation Operational Planning

1255    The goal of the FIOP is to address critical tasks; responsibilities; and resourcing, personnel, and
1256    sourcing requirements necessary to achieve the desired end-state for the Mitigation mission area as
1257    described in the National Preparedness Goal. The FIOP addresses the enabling and delivery of the
1258    core capabilities described in this Framework. Critical tasks based on the capability targets listed in
1259    the National Preparedness Goal are included in the FIOP. Building on the relationships and
1260    coordination mechanisms developed while preparing the Framework, whole community engagement
1261    will continue during the implementation of the Framework and FIOP. In addition to including diverse
1262    representation (e.g., seniors and people with disabilities and others with access and functional needs)

1263 during the planning process, the FIOP addresses the unique needs of these specific populations and
1264 demonstrate a commitment to delivering core capabilities that will serve all members of the whole
1265 community.

1266 Synchronization and integration of the Mitigation FIOP with the remaining mission area FIOPs is
1267 critical to achieving a unified system and approach. This includes horizontal and vertical integration
1268 across plans and among core capabilities. Synchronizing core capabilities across mission areas
1269 should address three integrating and coordinating factors: risk; command, control, and coordination;
1270 and resources. In addition to aligning and integrating plans, the FIOP describes processes for ongoing
1271 interagency coordination, planning, information sharing, and coordinated program implementation.

### *FIOP Structure and Contents*

1273 The FIOP begins with a list and brief description of planning assumptions that establish context for
1274 the Concept of Operations, Authorities and References, and Annexes sections. Next, the Concept of
1275 Operations section describes how Federal capabilities that support mitigation activities throughout
1276 the whole community are integrated, synchronized, managed, and delivered.

1277 A concept of operations is a written or graphic statement that clearly and concisely explains what the
1278 decision maker/leader intends to accomplish in an operation using the available resources. The
1279 concept of operations describes how an organization (or group of organizations) accomplishes a
1280 mission or set of objectives in order to reach a desired end-state. It includes organizing and assigning
1281 responsibilities and identifies primary and supporting Federal departments and agencies based on
1282 existing authorities. Critical tasks, responsibilities, assignments, and resources and a supporting
1283 resource structure for executing those tasks with detailed resource, personnel, and sourcing
1284 requirements are identified for each Federal department and agency consistent with existing statutes
1285 and authorities.

1286 The FIOP describes the specific roles and responsibilities for the representatives of the MitFLG.

1287 Responsibilities of specific coordinating structures required to ensure delivery of mitigation core
1288 capabilities are identified and the roles of these structures during the steady-state, response, and
1289 recovery phases are explained. For the support mitigation capabilities provided during response and
1290 recovery, thresholds for activation are identified. The FIOP describes how structures that deliver
1291 mitigation core capabilities and resources during response and recovery will be integrated with and
1292 support the established coordinating structures of those mission areas.

1293 After describing the concept of operations, the FIOP lists the relevant authorities and references to
1294 other resources, including laws, statutes, ordinances, executive orders, regulations, and formal
1295 agreements relevant to mitigation. The list specifies the extent and limits of the authorities granted,
1296 including the conditions under which these authorities become effective.

### *FIOP Review Cycle*

1298 The FIOP describes a review cycle with a clear frequency and timeline, monitoring process, and
1299 assigned roles and responsibilities. It identifies a responsible entity and process for recording and
1300 documenting lessons learned from exercises, disasters, and other incidents that have made a
1301 significant impact on the Mitigation mission area. The section describing the review cycle will
1302 assigns roles and responsibilities to all Federal departments and agencies that will review, adjudicate
1303 policy level issues, and approve the Mitigation FIOP. To ensure continued vertical integration, the
1304 whole community will be involved in the review cycle.

1305 *Department-level Operational Planning*

1306 Each Federal executive department and agency will develop and maintain department-level
1307 operations plans, as deemed necessary by the respective department or agency. Department-level
1308 operations plans describe how the organization will deliver mitigation core capabilities to fulfill their
1309 statutory responsibilities and authorities as described in the Framework and FIOP. Existing plans,
1310 standard operating procedures, or guides may be used for the development of these plans. The
1311 department-level plan should contain the level of detail necessary to identify clearly the department's
1312 or agency's specific critical tasks, responsibilities, and resources required to fulfill its mission area
1313 tasks. The frequency for reviewing and updating these plans will depend on each department's or
1314 agency's internal business practices.

## Planning Assumptions

1316 ▪ Federal funding exists at current levels. No new funding sources are created by the Framework.

1317 ▪ The Framework is based upon a broad definition of mitigation within the context of national
1318     preparedness that extends beyond its definition in the Stafford Act. Mitigation activities and
1319     actions are not limited to what is eligible within the Stafford Act.

1320 ▪ Current authorizations and legislative language remain in effect. The Mitigation Framework does
1321     not create new requirements for the whole community. The term community resilience is
1322     purposefully used with two distinct meanings.

1323   • Community Resilience is an inclusive, informed process that addresses social, economic,
1324       natural and cultural, technical, and organizational dimensions within a community—
1325       preparing a community to consciously mitigate rather than ignore risks.

1326   • Resilience is an outcome—the state of being able to adapt to changing conditions and then
1327       withstand and rebound from the impacts of disasters and incidents.

## Framework Application

1329 The Mitigation Framework can advance operational planning throughout the whole community by
1330 facilitating the goal of a secure and resilient Nation. It offers a comprehensive approach to reducing
1331 the loss of life and property by reducing the impact of disasters through the development,
1332 implementation, and coordination of seven mitigation core capabilities. NGOs, private sector entities,
1333 local governments, and state, tribal, territorial, and insular area governments can draw upon the
1334 Framework as a reference when creating or revising the capabilities described in their own
1335 operational planning efforts. The Framework can serve as a resource for the whole community to
1336 ensure that mitigation efforts are appropriately integrated and synchronized across mission areas.

# Supporting Resources

1338 To assist National Mitigation Framework users, FEMA will coordinate the development of a
1339 Resource Center, an online repository that will contain electronic versions of the National Mitigation
1340 Framework documents, as well as information, training materials, and other tools to assist mitigation
1341 partners in understanding and executing their roles under the National Mitigation Framework.

# Conclusion

1343 Mitigation has long existed at every level—from the family that creates a sheltering plan in case of a
1344 tornado, to corporate emergency plans for opening manufacturing plants to the community, to local

1345 codes and zoning that systemically address risks in a community's buildings. Building and sustaining
1346 a culture of preparedness and widespread resilience throughout communities, however, is a priority
1347 for the Nation. Responsibility is shared by individuals; businesses; nonprofit organizations; and local,
1348 state, tribal, territorial, and Federal governments. Drawing upon the support and guidance of the
1349 whole community, risk and vulnerability can be managed and community residents can feel
1350 confident knowing they live in safer, more secure, and resilient communities.

1351 Working together, risks can be recognized and addressed through a culture of preparedness and
1352 mitigation that is built and sustained over time. This begins with a comprehensive understanding of
1353 risk that is translated into plans and actions through partnerships. Aiming toward the ultimate goal of
1354 sustainability and resilience, mitigation requires a process of continuous learning, adapting to change,
1355 managing risk, measuring successes, and evaluating progress.

1356 In implementing the National Mitigation Framework to build national preparedness, partners are
1357 encouraged to develop a shared understanding of broad-level strategic implications as they make
1358 critical decisions in building future capacity and capability. The whole community should be
1359 engaged in examining and implementing the strategy unifying principles and doctrine contained in
1360 this Framework, considering both current and future requirements in the process. This means that this
1361 Framework is a living document, and it will be regularly reviewed to evaluate consistency with
1362 existing and new policies, evolving conditions, and the experience gained from its use.  Reviews of
1363 this framework will be conducted in order to evaluate the effectiveness of the Framework on a
1364 quadrennial basis.

1365 DHS will coordinate and oversee the review and maintenance process for the National Mitigation
1366 Framework. The revision process includes developing or updating any documents necessary to carry
1367 out capabilities. Significant updates to the Framework will be vetted through a Federal senior-level
1368 interagency review process. This Framework will be reviewed in order to accomplish the following:

1369 ▪ Assess and update information on the core capabilities in support of Mitigation goals and
1370     objectives

1371 ▪ Ensure that it adequately reflects the organization of responsible entities

1372 ▪ Ensure that it is consistent with the other four mission areas

1373 ▪ Update processes based on changes in the national threat/hazard environment

1374 ▪ Incorporate lessons learned and effective practices from day-to-day operations, exercises, and
1375     actual incidents and alerts

1376 ▪ Reflect progress in the Nation's Mitigation mission activities and the need to execute new laws,
1377     executive orders, and Presidential directives, as well as strategic changes to national priorities
1378     and guidance, critical tasks, or national capabilities.

1379 The implementation and review of this Framework will consider effective practices and lessons
1380 learned from exercises and operations, as well as pertinent new processes and technologies. Effective
1381 practices include continuity planning, which ensures that the capabilities contained in this
1382 Framework can continue to be executed regardless of the threat or hazard. Pertinent new processes
1383 and technologies should enable the Nation to adapt efficiently to the evolving risk environment and
1384 use data relating to location, context, and interdependencies that allow for effective integration across
1385 all missions using a standards-based approach.

1386 America's security and resilience work is never finished. While the Nation is safer, stronger, and
1387 better prepared than a decade ago, the commitment to safeguard the Nation against the greatest risks

1388    it faces, now and for decades to come, remains resolute. By bringing the whole community together
1389    to support the collective and integrated action needed now to address the shared future needs, the
1390    Nation will continue to ensure its preparedness to face whatever challenges unfold.

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