
Unit 6: Planning

Objective

At the end of this unit, the participants should be able to describe the relationship between planning and national preparedness.

Scope

- Unit Introduction
 - Unit Objective
 - Planning
 - Video: Planning
 - NRF and Planning
 - Key Planning Documents
 - Federal Planning
 - State, Tribal, and Local Planning
 - Criteria for Successful Planning
 - Activity: NRF Response Doctrine
 - Summary
-

Methodology

The instructors will introduce the unit by displaying a visual, which outlines the unit objective. The unit begins with a video about planning. The instructors will then explain why plans within the this Framework are “living documents.”

The instructors will review key planning documents with the participants, and then discuss Federal planning structures. Next, they will cover, State, tribal, and local planning structures, and the criteria used to develop successful plans.

The participants will complete an activity in which they work individually to answer questions about planning.

After answering any questions that the participants have, the instructors will summarize the key points from the unit and transition to Unit 7.

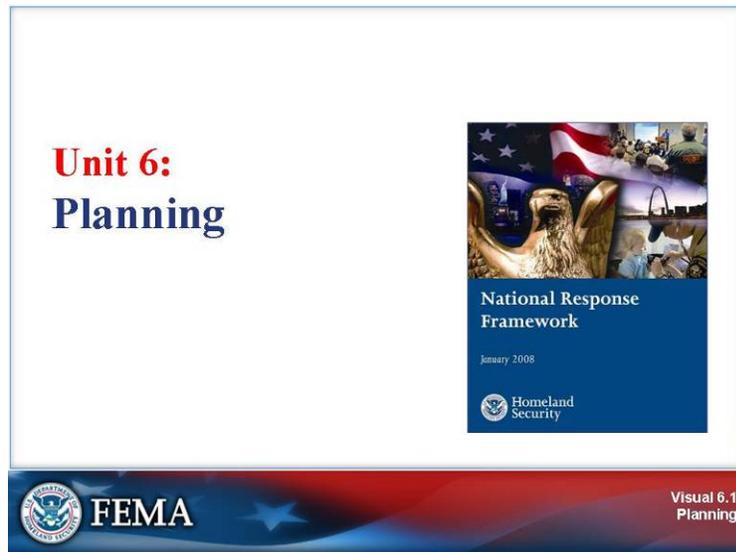
Time Plan

A suggested time plan for this unit is shown below. More or less time may be required, based on the experience level of the group.

Topic	Time
Unit Objectives	5 minutes
Planning	35 minutes
Activity: NRF Response Doctrine	10 minutes
Summary	5 minutes
Total Time	55 minutes



Visual 6.1



Visual Description: Unit Introduction

Instructor Notes

Explain that Unit 6 summarizes planning structures that are relevant to the National Response Framework. The Framework fosters unity of effort for emergency operations planning by providing common doctrine and purpose.

The next visual will outline the objectives for this unit.



Visual 6.2

Unit Objective

At the completion of this lesson, you will be able to describe the relationship between planning and national preparedness.

Lesson List

- ✓ Overview
- ✓ Roles & Responsibilities
- ✓ Response Action
- ✓ Response Organization
- Planning
- Additional Resources & Summary

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Visual 6.2
Planning

Visual Description: Unit Objective

Instructor Notes

Review the unit objectives with the group. Tell the participants that by the end of this unit, they should be able to describe the relationship between planning and national preparedness.



Visual 6.3



Visual Description: Video: Planning

Instructor Notes

Tell the participants that this video provides an overview of planning structures that are relevant to the NRF.

Instructions for playing the video: The videos are activated by a single click on the image in Slide Show mode. If you click a second time on the video, it will stop. The videos will not work unless you are in Slide Show mode.

The total running time for the video is 4:02.

Video Transcript:

Planning is the cornerstone of national preparedness. The National Response Framework provides a foundation for unified planning for all response partners.

Plans are continuous and evolving. They anticipate actions, maximize opportunities, and guide response operations. That is why plans are best described as “living” documents.

Effective planning allows jurisdictions to influence the course of events by determining actions, policies, and processes in advance of an incident. Planning promotes unity of effort by providing a common blueprint for activity in the event of an emergency.

Emergency planning is a national priority. To address this priority, the National Preparedness Guidelines have been developed.

Video Transcript: (Continued)

These Guidelines are comprised of four critical elements. The first element is the National Preparedness Vision, which provides a concise statement of the core preparedness goal for the Nation.

The next element is the National Planning Scenarios, which form a basis for coordinated planning, training, and exercising. These scenarios are planning tools that depict a full range from terrorist attacks to natural disasters.

The third element is the Universal Task List, which provides a menu of unique tasks linked to prevention, protection, response, and recovery strategies. This invaluable resource identifies the critical tasks for which response capabilities must be developed.

The final element is the Target Capabilities List, which defines specific response capabilities that all levels of government should possess.

In addition to these elements, the National Preparedness Guidelines integrate key guidance documents such as: the National Incident Management System, the National Infrastructure Protection Plan, and other national continuity policies and directives.

The Federal planning structure involves the development of three levels of plans for each of the National Planning Scenarios. The first level includes a Strategic Guidance Statement and Strategic Plan. Together these documents define broad national strategic objectives, delineate roles, and establish capabilities and performance measures.

Next is the development of the National-Level Interagency Concept Plan. This plan describes the concept of operations for integrating and synchronizing Federal capabilities.

The third level encompasses Federal department and agency Operations Plans. These plans identify the specific resources, personnel, and assets needed to support the national concept of operations.

The State, tribal, and local planning structure is supported by Federal preparedness assistance.

All levels of government have responsibility to develop detailed, robust, all-hazards plans. These plans are developed using hazard identification and risk assessment methodologies. To ensure that our national planning system is fully integrated, these plans must be tested against all manner and magnitude of threats and hazards.

Planning across the full range of homeland security operations is an inherent responsibility of every level of government. By providing common doctrine and purpose, the National Response Framework lays the foundation for a mutually supportive planning system that fosters engaged partnerships at all levels.

[end of transcript]



Visual 6.4

The NRF and Planning

Plans are “living documents” because they:

- Anticipate actions.
- Maximize opportunities.
- Guide response operations.



Visual Description: The NRF and Planning

Instructor Notes

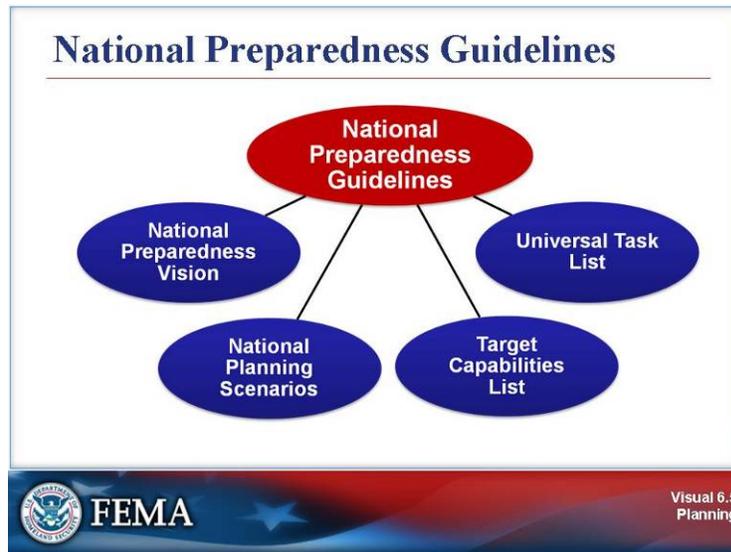
Explain to the participants that plans anticipate actions, maximize opportunities, and guide response operations. That is why plans are best described as “living” documents.

Note that planning across the full range of homeland security operations is an inherent responsibility of every level of government and should include stakeholders from the private sector and nongovernmental organizations.

Tell the participants that the next part of this unit covers the planning structures that are most relevant to the Framework.



Visual 6.5



Visual Description: National Preparedness Guidelines

Instructor Notes

Present the following key points about the components of the National Preparedness Guidelines:

- **National Preparedness Vision**

The National Preparedness Vision provides a concise statement of the core preparedness goal for the Nation. The vision for the National Preparedness Guidelines is:

“A NATION PREPARED with coordinated capabilities to prevent, protect against, respond to, and recover from all hazards in a way that balances risk with resources and need.”

- **National Planning Scenarios**

The National Planning Scenarios are planning tools that represent a minimum number of credible scenarios depicting the range of potential terrorist attacks and natural disasters and related impacts facing our Nation. These scenarios form a basis for coordinated Federal planning, training, and exercises.

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- **Universal Task List**

The Universal Task List is a menu of unique tasks that link strategies to prevention, protection, response, and recovery tasks for the major events represented by the National Planning Scenarios. The List provides a common vocabulary of critical tasks that support development of essential capabilities among organizations at all levels.

- **Target Capabilities List**

The Target Capabilities List defines specific capabilities that all levels of government should possess in order to respond effectively to incidents.

Note that the National Preparedness Guidelines define capabilities as providing the means to accomplish a mission or function and achieve desired outcomes by performing critical tasks, under specified conditions, to target levels of performance.

Each capability includes a description of the major activities performed within the capability and the critical tasks and measures associated with the activity. Critical tasks are those tasks that must be performed during a major event in order to minimize the impact on lives, property, and the economy.



Visual 6.6



Visual Description: Integrating Other Key Documents: NIMS, NIPP, Other National Continuity Policies and Directives

Instructor Notes

Tell the participants that the National Preparedness Guidelines integrate key guidance documents such as:

- The National Incident Management System (NIMS)
- The National Infrastructure Protection Plan (NIPP)
- Other national continuity policies and directives



Visual 6.7

National Planning Scenarios

- #1 – Nuclear Detonation – IND
- #2 – Biological Attack – Aerosol Anthrax
- #3 – Biological Disease Outbreak – Pandemic Flu
- #4 – Biological Attack – Plague
- #5 – Chemical Attack – Blister Agent
- #6 – Chemical Agent – Toxic Industrial Chemical
- #7 – Chemical Attack – Nerve Agent
- #8 – Chemical Attack – Chlorine Tank Explosion
- #9 – Natural Disaster – Major Earthquake
- #10 – Natural Disaster – Major Hurricane
- #11 – Radiological Attack – RDD
- #12 – Explosive Attack – Bombing Using IED
- #13 – Biological Attack – Food Contamination
- #14 – Biological Attack – Foreign Animal Disease
- #15 – Cyber Attack



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Visual 6.7
Planning

Visual Description: National Planning Scenarios

Instructor Notes

Explain that Homeland Security Presidential Directive 8, “National Preparedness,” Annex I (National Planning), describes the use of the National Planning Scenarios.

Tell the participants that the National Planning Scenarios are the focus of Federal planning efforts. These scenarios represent examples of the gravest dangers facing the United States and have been accorded the highest priority for Federal planning.

Review the list of scenarios on the visual and explain that using a shared set of scenarios provides a common yardstick for determining how to achieve expected planning results.



Visual 6.8



Visual Description: Federal Planning Structure

Instructor Notes

Explain to the participants that the Federal planning structure involves the development of the following three levels of plans for each of the National Planning Scenarios:

- **Strategic Guidance Statement and Strategic Plan.** Together these documents define broad national strategic objectives, delineate roles, and establish capabilities and performance measures.
- **National-Level Interagency Concept Plan.** This plan describes the concept of operations for integrating and synchronizing Federal capabilities.
- **Federal Department and Agency Operations Plans.** These plans identify the specific resources, personnel, and assets needed to support the national concept of operations.



Visual 6.9

State, Tribal, and Local Planning

State, tribal, and local governments:

- Must develop robust all-hazards plans and hazard- or incident-specific annexes with supporting procedures and protocols.
- Use hazard identification and risk assessment (HIRA).



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Visual 6.9
Planning

Visual Description: State, Tribal, and Local Planning

Instructor Notes

Explain that State, tribal, and local governments:

- Have responsibility to develop robust all-hazards plans and hazard- or incident-specific annexes with supporting procedures and protocols to address their locally identified hazards and risks.
- Use hazard identification and risk assessment (HIRA) to identify hazards and associated risks to persons, property, and structures and to improve protection from natural- and human-caused hazards.

Note that, in most instances, Federal plans are implemented when a State's resources are not sufficient to cope with an incident and the Governor has requested Federal assistance.



Visual 6.10

Criteria for Successful Planning

The National Response Framework promotes the use of the following criteria to measure key aspects of response planning:

- Acceptability
- Adequacy
- Completeness
- Consistency and Standardization of Products
- Feasibility
- Flexibility
- Interoperability and Collaboration

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Visual 6.10
Planning

Visual Description: Criteria for Successful Planning

Instructor Notes

Present the following key points about effective planning. Successful plans meet standards for:

Acceptability

A plan is acceptable if it can meet the requirements of anticipated scenarios, can be implemented within the costs and timeframes that senior officials and the public can support, and is consistent with applicable laws.

Adequacy

A plan is adequate if it complies with applicable planning guidance, planning assumptions are valid and relevant, and the concept of operations identifies and addresses critical tasks specific to the plan's objectives.

Completeness

A plan is complete if it incorporates major actions, objectives, and tasks to be accomplished. The complete plan addresses the personnel and resources required and sound concepts for how those will be deployed, employed, sustained, and demobilized. It also addresses timelines and criteria for measuring success in achieving objectives, and the desired end state. Completeness of a plan can be greatly enhanced by including in the planning process all those who could be affected.

Consistency and Standardization of Products

Standardized planning processes and products foster consistency, interoperability, and collaboration.

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Feasibility

A plan is considered feasible if the critical tasks can be accomplished with the resources available internally or through mutual aid, immediate need for additional resources from other sources (in the case of a local plan, from State or Federal partners) are identified in detail and coordinated in advance, and procedures are in place to integrate and employ resources effectively from all potential providers.

Flexibility

Flexibility and adaptability are promoted by decentralized decisionmaking and by accommodating all hazards ranging from smaller-scale incidents to wider national contingencies.

Interoperability and Collaboration

A plan is interoperable and collaborative if it identifies other plan holders with similar and complementary plans and objectives, and supports regular collaboration focused on integrating with those plans to optimize achievement of individual and collective goals and objectives in an incident.



Visual 6.11

Activity: NRF Response Doctrine (1 of 2)**Instructions:**

1. Working individually, review the questions presented on the next visual.
2. Use your Student Manuals to find the answers, being sure you can explain your rationale.
3. Be prepared to share your responses in 5 minutes.



Visual Description: Activity: NRF Response Doctrine (1 of 2)

Instructor Notes

Instructions: Present the following instructions to the participants:

1. Working individually, review the questions presented on the next visual.
2. Use your Student Manuals to find the answer, being sure you can explain your rationale.
3. Be prepared to share your responses in 5 minutes.

Debrief: Monitor the time. Ask for volunteers to



Visual 6.12

Activity: NRF Response Doctrine (2 of 2)

Questions:

1. Who has the responsibility to plan?
2. What is the Target Capabilities List?
3. True or False: The National Planning Scenarios represent examples of challenges that local responders handle on a daily basis.
4. What is the relationship between the National Preparedness Guidelines and other guidance documents such as the National Infrastructure Protection Plan?
5. How do hazard identification and risk assessment (HIRA) help with the development of plans?



Visual Description: Activity: NRF Response Doctrine (2 of 2)

Instructor Notes

Debrief: Monitor the time. Ask for volunteers to share their information. If not mentioned by participants, provide the following information:

1. Who has the responsibility to plan?

Planning across the full range of homeland security operations is an inherent responsibility of every level of government. The National Response Framework fosters unity of effort for emergency operations planning by providing common doctrine and purpose. Planning at all levels of government should include stakeholders from the private sector and nongovernmental organizations as appropriate.

2. What is the Target Capabilities List?

The Target Capabilities List defines specific capabilities that all levels of government should possess in order to respond effectively to incidents. The National Preparedness Guidelines define capabilities as providing the means to accomplish a mission or function and achieve desired outcomes by performing critical tasks, under specified conditions, to target levels of performance.

Each capability includes a description of the major activities performed within the capability and the critical tasks and measures associated with the activity. Critical tasks are those tasks that must be performed during a major event in order to minimize the impact on lives, property, and the economy.

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3. True or False: The National Planning Scenarios represent examples of the challenges that local responders handle on a daily basis.

The statement is **false**, because the National Planning Scenarios are the focus of Federal planning efforts. These scenarios represent examples of the gravest dangers facing the United States and have been accorded the highest priority for Federal planning. Using a shared set of scenarios provides a common yardstick for determining how to achieve expected planning results.

4. What is the relationship between the National Preparedness Guidelines and other guidance documents such as the National Infrastructure Protection Plan?

The National Preparedness Guidelines integrate key guidance documents such as the National Incident Management System, the National Infrastructure Protection Plan, and other national continuity policies and directives.

5. How does hazard identification and risk assessment (HIRA) help with the development of plans?

State, tribal, and local governments use HIRA to identify hazards and associated risks to persons, property, and structures and to improve protection from natural- and human-caused hazards. HIRA serves as a foundation for planning, resource management, capability development, public education, and training and exercises.



Visual 6.13

Summary

Are you now able to describe the relationship between planning and national preparedness?

Lesson List

- ✓ Overview
- ✓ Roles & Responsibilities
- ✓ Response Action
- ✓ Response Organization
- ✓ Planning
- Additional Resources & Summary

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Visual 6.13
Planning

Visual Description: Summary

Instructor Notes

Ask the participants if they are now able to describe the relationship between planning and national preparedness.

Ask if anyone has any questions about anything covered in this unit.

Transition to the final lesson by telling the participants that it describes the additional resources available to implement the National Response Framework.

Your Notes: