National Capital Region Homeland Security Strategic Plan 2007-2009

A strategic partnership to manage risk by strengthening our preparedness capabilities

—OVERVIEW—

AUGUST, 2006

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FOREWORD

This document represents our strategy for improving regional preparedness to manage homeland security risks across the National Capital Region. Using the *Strategic Plan* as a guide, we will continue to build targeted and enduring capabilities shared among the NCR Partners in a coordinated, efficient, and effective manner. As stewards of the public trust and its resources, we are committed to exercising rigorous oversight to implement this *Strategic Plan*.

A broad cross-section of Federal, State, and local government officials and first responders, along with many non-profit and for-profit organizations, made significant contributions to develop the components of this *Strategic Plan*. These NCR Partners engaged in a transparent, inclusive, and collaborative process to reach a consensus over the *Strategic Plan*'s key components.

We remain committed to realizing our common Vision—Working Together Towards A Safe and Secure National Capital Region.

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Chairman
National Capital Region
Emergency Preparedness Council

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Deputy Mayor for Public Safety and Justice
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PURPOSE OF THIS PLAN

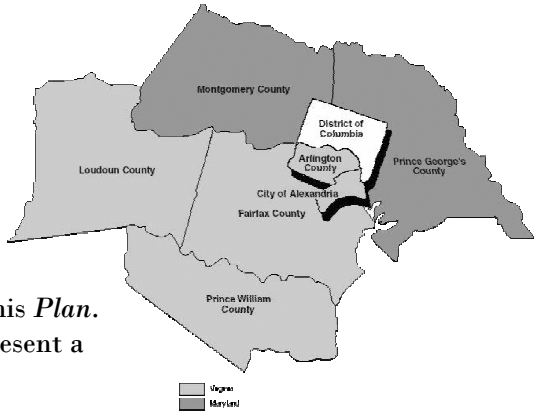
This *National Capital Region Homeland Security Strategic Plan* developed by the National Capital Region (NCR) Homeland Security Partners[1] emphasizes preparedness[2] through regional collaboration. It draws all jurisdictions and their constituents into a long-term, unified effort to improve "all–hazards[3]" preparedness across the NCR. This *Strategic Plan* lays out our Region-wide strategy for strengthening our capabilities across all phases of preparedness (prevention, protection, response, and recovery) to manage homeland security risks. It sets our course and provides a strategic approach for planning and decision-making.

This *Strategic Plan* is not an operational emergency plan. It does not explain how the Region should respond to any particular emergency. Because emergency response is a local responsibility—as recognized by the *National Response Plan*—each local jurisdiction has developed its own set of emergency operations plans. Those operations plans prescribe how the jurisdictions in the Region will respond to any disaster today; the *Strategic Plan* establishes the path for improving future response, recovery, prevention, and protection.

This Overview highlights the *Strategic Plan's* core content as well as key aspects of the strategic planning process in the NCR. A more detailed discussion of the *Plan's* content and the NCR's strategic planning processes can be found in Volume I (Core Plan) and Volume II (Appendices).

TAKING STOCK OF OUR SITUATION

Large scale events—both natural and man-made—respect no boundaries. The terrorist attacks of September 11, 2001 and the potential for other catastrophic events testify to the need for regional collaboration across all phases of preparedness. The jurisdictions that comprise the NCR have a long established tradition of collaboration and mutual aid to deal with such large scale, Region-wide threats and events.



Both internal and external conditions shape the specifics of this *Plan*. Some of these can work to our advantage, while others can present a

[1] **NCR Homeland Security Partners** (NCR Partners) consist of the NCR's local, State, regional and Federal entities, citizen community groups, private sector, non-profit organizations, and non-governmental organizations. The terms "NCR Partners", "we", and the "Partners" are synonymous with NCR Homeland Security Partners in this document.

[2] **Preparedness** is the range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government as well as between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources.

[3] **All-Hazards** refers to preparedness for domestic terrorist attacks, major natural or man-made disasters, and other emergencies.

daunting challenge. The following is a brief discussion of the primary conditions that shaped the specifics of this *Strategic Plan*. For additional details, refer to section 3.0 in Volume I (Core Plan).

The NCR faces unique homeland security preparedness challenges because the Nation's capital and the center of our Federal government reside within its boundaries. In addition to serving as the home of over 4.5 million residents and the workplace of over 340,000 Federal workers, an average of 20 million tourists visit the NCR each year. The NCR is the center of all three branches of Federal government, 231 Federal departments and agencies, and over 2,100 political, social, and humanitarian non-profit organizations. It is the home to monuments and icons of American life, history, and politics – including some of the most important symbols of national political power and democratic heritage.

The NCR is the fourth largest U.S. metropolitan area in terms of population and gross regional product, as well as the home to more than 40 colleges and universities and a large number of companies. A direct terrorist attack or natural or man-made disaster within the NCR could produce catastrophic losses in terms of human casualties and political and economic damage, in addition to profound damage to public morale and confidence.

Another related consideration is the NCR's statutory limitations. The NCR is a collection of sovereign, independent jurisdictions, including cities, counties, states, and the District of Columbia. It has no authority to act on its own and is not an operational entity. Any resources and "authority" it may have depend entirely on what the member jurisdictions (including states) agree together to contribute. When situations arise where member jurisdictions find it more advantageous to act collectively, they may empower (temporarily and with limits) the NCR Partners to act on their behalf. Mutual aid agreements, memorandums of understanding, and various forums for deliberating issues and achieving consensus are the primary tools used within the NCR for region-wide collaboration.

Developing an effective long-term strategic plan for homeland security across the NCR relies heavily on inclusiveness and transparency. Throughout the strategic planning process, we strive to arrive at a consensus for all major decisions. The private sector, represented through sponsoring organizations such as the Board of Trade, Chamber of Commerce, Washington DC Convention and Tourism Corporation, and other consortia, provide subject matter expertise in building Regional preparedness capabilities. As we move forward with implementation of the *Strategic Plan*, the private sector will continue to serve as a vital and equal partner in execution.

Like everyone else, we operate with a finite set of resources, in an uncertain environment and with imperfect information. In developing the *Strategic Plan,* we considered risk and capabilities across the NCR to the extent information was available. More specifically, we used information from vulnerability assessments completed for the NCR's member jurisdictions, the *Nationwide Plan Review* assessment of the status of catastrophic planning, and the 2006 Emergency Management Accreditation Program (EMAP) Assessment. This approach also assumes a broad array of "all-hazards" threats, including extreme weather, industrial and natural biological hazards, as well as a range of terrorism acts.

SHAPING OUR STRATEGIC RESPONSE

This *Strategic Plan* addresses homeland security challenges by defining Goals and Objectives for the entire Region for the next three to five years, and by implementing a series of priority and secondary Initiatives over the next three years. In addition, it defines a set of overarching themes and Guiding Principles that shape the substance of the *Strategic Plan* and guide its implementation.

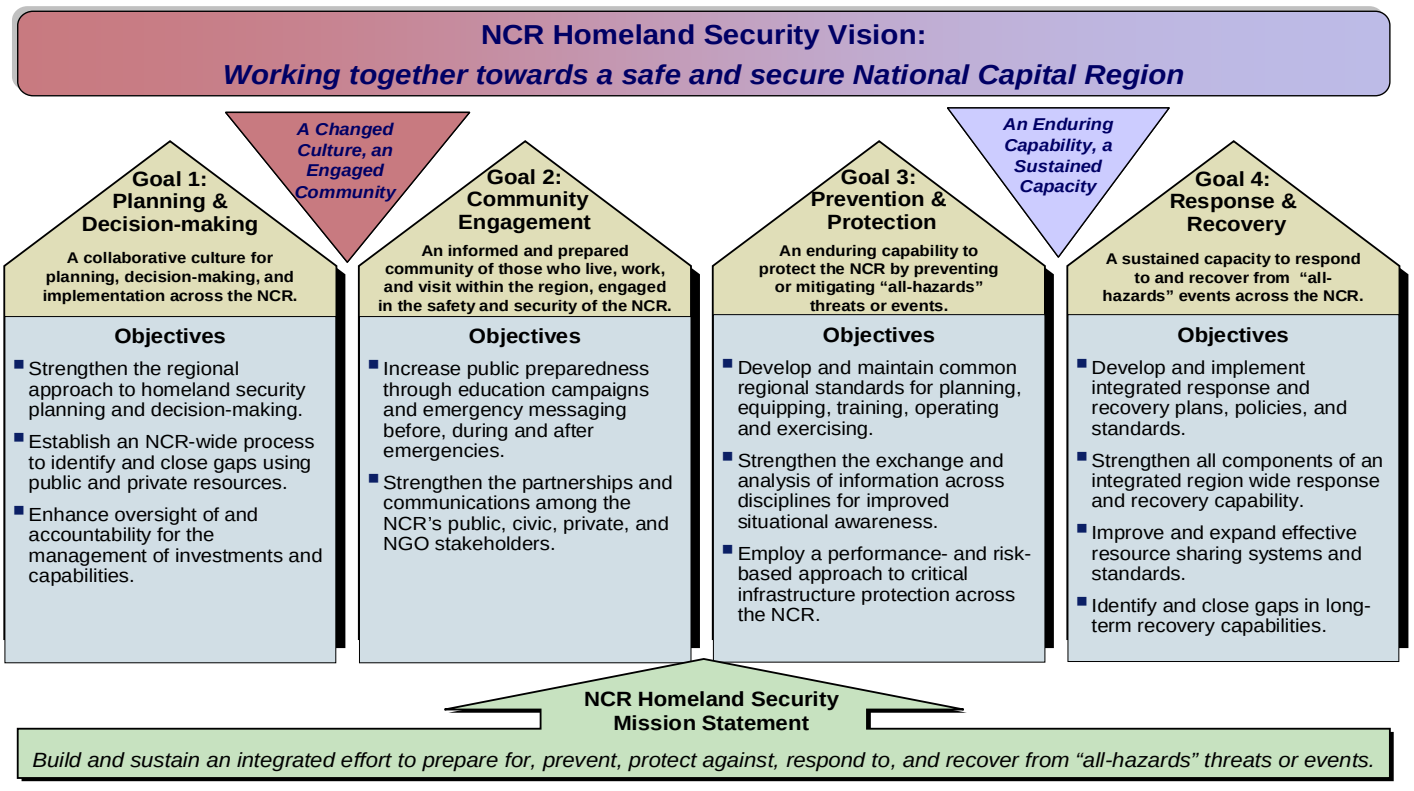
During the process of developing the *Strategic Plan*, NCR Partners identified four major themes that eventually took the form of four strategic Goals. These themes identified the need for:

1. A **changed culture** that emphasizes more collaboration among all the NCR Partners;

2. An **engaged community** that is well informed and takes responsibility for its own safety and security;

3. An **enduring capability** in place that serves the NCR's preparedness needs over the long-term; and

4. A **sustained capacity** to respond and recover from any major event on any scale.



The participating NCR Partners also established a set of Guiding Principles to set the standard of behavior for delivering on the promises contained in the *Strategic Plan*. These Principles not only help shape the *ends* (Goals and Objectives) but also provide a basis for prioritizing the *ways* (specific Initiatives) and determining the *means* (resources) included in the *Strategic Plan*. Ultimately, these Principles guide our approach towards realizing the Vision for a safe and secure NCR. A full list of the Guiding Principles can be found in Volume I, section 2.

As shown in the figure on page six, the structure of our *Strategic Plan* includes the typical elements found in other plans. This figure also shows the substance of these strategic elements and how these relate to one another. It contains the following core elements:

- Vision—the ideal end-state we anticipate our Strategic Plan will enable us to achieve
- Mission—the fundamental purpose the NCR Partners are committed to carrying out as a collective enterprise
- Goals—broadly stated long-term outcomes that, if reached, collectively enable us to realize our Vision
- Objectives—key, measurable milestones along the path toward reaching each Goal

One Vision

The *Strategic Plan* envisions ***"a safe and secure National Capital Region"*** and commits the NCR Partners and all Regional jurisdictions to continue ***working together*** to reach it.

One Mission

As representatives of our jurisdictions and other organizations, and as stewards of the Region's safety and security, it is our responsibility to **"Build and sustain an integrated effort to prepare for, prevent, protect against, respond to, and recover from 'all-hazards' threats or events."** This is the Mission of our *Strategic Plan* that empowers us to accomplish our Objectives, reach our Goals, and eventually realize our Vision.

Four Goals and Twelve Objectives

We have established four Goals and twelve specific Objectives that serve as milestones towards the accomplishment of each Goal. This approach breaks each Goal down into more concrete (and measurable) components.

Goal One - Planning & Decision-making: The NCR Partners agree that a collaborative planning and decision-making culture is critical to the success of the *Strategic Plan*. This goal establishes the mechanisms that will enable us to effectively improve our Regional planning process. The following objectives will enable us to reach this goal, especially by enhancing the involvement of the business and civic sectors:

1. Strengthening the regional approach to homeland security planning and decision-making;
2. Establishing an NCR-wide process to identify and close gaps using public and private resources; and
3. Enhancing oversight of and accountability for the management of investments and capabilities.

Goal Two – Community Engagement: The Objectives under the second Goal are critical to ensuring that constituents across the NCR have the information at their disposal to participate in their own safety and security. This goal focuses on the large and diverse array of constituents that populate the NCR and who share responsibility for realizing a safe and secure NCR. Two objectives have been set to reach this goal:

1. Increasing public preparedness through education campaigns and emergency messaging before, during, and after emergencies; and
2. Strengthening the partnerships and communications among the NCR's public, civic, private, and NGO stakeholders.

Goal Three - Prevention & Protection: The third goal addresses threats and aims to reduce vulnerabilities. The Objectives under the third Goal are necessary to enhance the Region's capacity to prevent attacks and mitigate "all-hazards" events. This depends, in part, on how well we share critical information and allocate our limited resources across the Region. For this Goal three Objectives have been set:

1. Developing and maintaining common regional standards for planning, equipping, training, operating, and exercising;
2. Strengthening the exchange and analysis of information across disciplines for improved situational awareness; and
3. Employing a performance- and risk-based approach to critical infrastructure protection across the NCR.

Goal Four - Response and Recovery: The fourth Goal addresses our capacity to respond and recover, should a threat become an actual event. It seeks to build capabilities to speed restoration of normal services, levels of security, and economic activity should an attack occur. Four Objectives were set:

1. Developing and implementing integrated response and recovery plans, policies, and standards;
2. Strengthening all components of an integrated region wide response and recovery capability;
3. Improving and expanding effective resource sharing systems and standards; and
4. Identifying and closing gaps in long-term recovery capabilities.

IMPLEMENTING OUR STRATEGIC PLAN

Implementing the core components of the *Strategic Plan* is a challenging process that involves the entire NCR stakeholder community—including the government, private, and civic sectors. We need tangible initiatives, programs, and projects that are aligned and staged to accomplish the Objectives. We must find funding sources and allocate resources, as well as put into place oversight and accountability structures and processes.

Developing Initiatives

Moving down from Vision, Goals, Objectives, and then to Initiatives, the details increase as the scope narrows for each component level. Like the other core components of the *Strategic Plan*, the Initiatives rely on the same tenets of transparency, collaboration, and inclusiveness to gain acceptance and commitment among the NCR Partners. In terms of substance, the Initiatives are a composite of related programs and projects, any or all of which may be funded and implemented at the same time. This generally requires multi-disciplinary teams to implement.

All 30 Initiatives appear in Volume II, Appendix A. A snapshot of each initiative includes: general description, key tasks and milestones, outcomes anticipated, performance measures, lead organization, and rough order of magnitude estimate of costs.

Funding Initiatives

To fund the programs and projects that comprise these Initiatives, the NCR Partners intend to rely on a variety of funding sources, including Federal grants channeled through State and local authorities. Due to recent actions by the Administration to curtail Urban Area Security Initiative funding for FY 2006 for the NCR, when and to what extent we can implement these Initiatives remains uncertain. Precise cost figures are difficult to arrive at until the supporting programs and projects are sufficiently matured. The cost estimates contained in Volume II, Appendix A are preliminary but can be useful in gauging the relative size of each investment among the Initiatives.

Gauging Performance

Performance measures play a vital role in gauging progress and making mid-course corrections. The *Strategic Plan* includes measures to gauge performance, covering the full spectrum of activity, output, and outcome measures for the core elements of the *Strategic Plan*. Generally, the *Strategic Plan* relies on outcome measures for assessing progress in reaching goals. Outcome and output measures provide a means to evaluate the status of objectives and for tracking completion of initiatives. See Volumes I and II for details on the concepts and specific measures proposed for this *Strategic Plan*. Section 4.4 in Volume I describes how performance management concepts (including measures) are being applied. Appendix A in Volume II lists the specific performance measures for each of the 30 Initiatives.

Governing and Managing Implementation

As noted elsewhere in the *Strategic Plan*, the NCR has no inherent statutory authority to act on its own and is not an operational entity. To succeed, an effective long-term strategic plan for homeland security across the NCR must rely heavily on the tenets of inclusiveness, transparency and consensus as well as a collaborative planning culture and process. The table below shows various NCR Partners and stakeholder groups and their primary role(s) in developing and/or implementing *the Strategic Plan*.

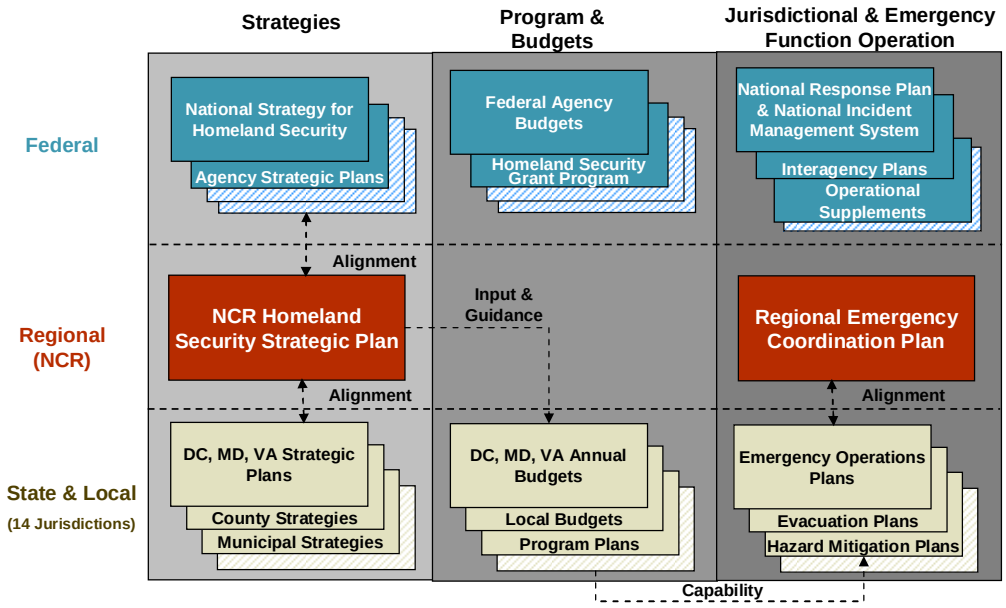
Governance and Management Roles of the Homeland Security Partners

Engagement Level	Principal Role(s)	Participating NCR Partners
Strategic	• Setting and changing the strategic course • Exercising oversight • Securing and allocating resources	• Emergency Preparedness Council (EPC) • Senior Policy Group (SPG) • Chief Administrative Officers (CAO) Committee
Programmatic	• Deploying resources • Measuring and reporting progress • Designing and managing programs & projects	• SPG • CAO Committee • NCR Grants and Program Management Office • Metropolitan Washington Council of Governments (MWCOG)
Execution	• Staffing and executing projects • Measuring and reporting progress	• NCR Grants and Program Management Office • MWCOG • Emergency Support Functions (ESFs) & Regional Program Working Groups (RPWGs)

The Emergency Preparedness Council includes a combination of government, private, and civic organizations, which ensures that stakeholder views are appropriately considered. There are other important institutions that exercise their oversight and advisory responsibilities, including Congress and the Government Accounting Office (GAO).

ALIGNING OUR STRATEGIC PLAN WITH OTHERS

This *Strategic Plan* is one part of a range of strategic, programmatic, budget, and operational plans existing in the NCR (see figure below). This *Strategic Plan* should be considered a bridge linking Region-wide and jurisdictional plans that in turn serve other vital functions. Some of these plans are operational, intended only to provide direction when responding to a major incident. Other plans examine and set investment priorities to fund initiatives identified in the *Strategic Plan*.



This *Strategic Plan* fills a critical need at the Regional level by aligning jurisdictional strategic planning efforts with national efforts. It also provides a means for NCR Partners to participate in jurisdictional, programmatic, and budgetary planning processes.

Our *Strategic Plan* also aligns Regional with Federal and State/local efforts through identification of common Goals, Objectives, and specific Initiatives to be implemented by the jurisdictions over the next three to five years. Although the *Strategic Plan* does not directly impact the jurisdictional and emergency operations plans or address operational level issues, the *Strategic Plan* does influence specific jurisdictional capabilities that support operational plans.

The content of the *Strategic Plan* draws on the *Eight Commitments to Action,* a joint statement committing to a collaborative approach in addressing critical areas of homeland security within the NCR signed in August 2002 by the Mayor of DC and the Governors of Virginia and Maryland. Further, the Goals, Objectives, and Initiatives in the *Strategic Plan* are also integrated with the national priorities expressed by DHS and other Federal agencies. Specifically, the *Strategic Plan* aligns closely with the *National Strategy for Homeland Security* and Homeland Security Presidential Directive 8 "National Preparedness" –related programs including the *Interim National Preparedness Goal* and the *Target Capabilities List*. By incorporating key elements of local and federal strategic and operational plans, this *Strategic Plan* serves as the region-wide guide to creating a safe and secure National Capital Region.