

**INTEGRATED PLANNING SYSTEM
(IPS) FOR**

**HOMELAND
SECURITY**

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CONTENTS

Deleted: i

FOREWORDii

CHAPTER 1: INTRODUCTION AND OVERVIEW1-1

CHAPTER 2: PLANNING DOCTRINE.....2-1

CHAPTER 3: PLANNING ROLES AND RESPONSIBILITIES3-1

CHAPTER 4: VERTICAL AND HORIZONTAL PLANNING INTEGRATION4-1

CHAPTER 5: FEDERAL PLAN DEVELOPMENT PROCESS.....5-1

ANNEX A: FEDERAL STRATEGIC GUIDANCE STATEMENT FORMATS A-1

ANNEX B: FEDERAL STRATEGIC PLAN FORMAT..... B-1

ANNEX C: FEDERAL CONCEPT PLAN FORMAT C-1

ANNEX D: FEDERAL OPERATIONS PLAN FORMAT..... D-1

ANNEX E: RISK MANAGEMENT OVERVIEW AND THE IPSE-1

ANNEX F: RELATED AUTHORITIES..... F-1

ANNEX G: SELECTED GLOSSARY OF IPS TERMS G-1

ANNEX H: SELECTED ABBREVIATIONS AND ACRONYMS H-1

CHAPTER 2: PLANNING DOCTRINE

“Planning is a methodical way to think through the entire life cycle of a potential crisis. Good planning repays the investment of time and effort in development and rehearsal by shortening the time required to gain control over an incident and by providing favorable conditions for rapid and effective exchange of information about a situation, its analysis, and alternative responses. Planning helps Federal, State, local, Tribal, and territorial governments reorient capabilities and resources to be more agile and ensures organizational structures, processes, and procedures effectively support the intended strategic direction ... This effort is a key to success in protecting people and property in crises.”

National Preparedness Guidelines, September 2007

1. **Purpose.** This chapter provides planning doctrine and fundamental planning principles to assist planning at the strategic, operational, and tactical levels. It contains new terms that will be matured over successive iterations to the IPS.

2. **General.** A sound planning process should be orderly, analytical and consist of logical steps to: identify a mission or requirement, develop, analyze, and compare alternative courses of action, select the best course of action, and produce a plan. Planning should also be flexible and responsive to dynamic conditions (e.g., time constraints, varied planning expertise). Homeland security operations demand that Federal agencies gather, review, integrate, and act upon information rapidly in a knowledge-based, collaborative environment. Collaborative planning allows all levels of government to plan together to synchronize their efforts.

a. Federal, State, local, and Tribal homeland security planning includes a number of common characteristics including acceptability, adequacy, completeness, brevity, consistency and standardization, feasibility, flexibility, clarity and interoperability. Management engagement and direction are critical to planning success, as is the participation of trained planners.

b. The following comprehensive homeland security planning doctrine accounts for the national homeland security effort — an effort that must recognize and respond to the needs of literally thousands of jurisdictions working together to achieve common, but sometimes competing goals and objectives. It is designed to help all members of the homeland security community fulfill their individual and collective obligations, and thereby accomplish the Nation’s homeland security goals.

c. Doctrine describes the fundamental principles and concepts that shape the Nation’s homeland security effort. It broadly tells us what planning is supposed to achieve, how it is structured and resourced, and how it is executed. Doctrine describes the systems, processes, intellectual underpinnings, and terminology that are the bedrock of homeland security planning. The doctrinal concepts and principles laid out here are consistent with planning systems already in place, or being considered for adoption. Specifically, IPS doctrine supports:

- (1) Homeland Security Presidential Directive-5 (HSPD-5)
- (2) Homeland Security Presidential Directive-8 (HSPD-8), Annex I
- (3) National Response Framework (NRF)
- (4) National Incident Management System (NIMS)
- (5) National Preparedness Guidelines (NPG)
- (6) National Strategy for Homeland Security (NSHS)

3. Federated Planning. The Federal framework of the United States assigns, by law, unique responsibilities and authorities to each member of the homeland security community. It also imposes, by law and practice, a requirement to share responsibilities and authorities to provide for common defense and security. The planning doctrine that best accounts for the separate and shared security responsibilities of Federal, State, local and Tribal authorities can be labeled “federated planning.”

a. Federated planning is a “multi-direction” doctrine — it flows vertically and horizontally. It recognizes that planning begins with strategic direction from senior executives at each level of government. This strategic direction is translated into strategic plans, then CONPLANS, and then OPLANS. This planning process takes place throughout the planning community, with planners at each level interacting with each other and often with planners at other levels to acquire and integrate support.

b. Government leaders at every level generate strategic goals and requirements that must be converted to executable action plans. The majority of requirements are determined and levied by local leaders.

c. Senior executives at all levels of government make strategic assessments and formulate the strategic guidance necessary to acquire, train, maintain, and employ the assets and personnel needed to protect lives and property. The scope of their strategic planning and decision making varies widely, depending on the jurisdiction’s size and location. State leaders have unique, legally mandated responsibilities to provide security within their jurisdictional boundaries. Much of their responsibility is reinforcing local officials with resources and authorities not available to them under normal circumstances. State officials strategically plan to acquire, position, and/or allocate, as appropriate: funding, State police forces, State militia, National Guard elements, communications, medical care, and other critical elements. They also identify requirements and opportunities to make emergency assistance compacts with other jurisdictions. In addition to supporting municipalities, State leaders conduct the strategic, operational, and tactical planning necessary to protect State-owned properties, installations, and other infrastructure.

d. Federal officials perform a role similar to State officials but on a larger, broader scale. Like their State and regional counterparts, they reinforce local officials, private enterprise, and nongovernmental organizations (NGO) with funding, training, equipment, authorities, and security forces. They establish the national level structures needed to ensure that the Nation’s security elements operate in a coherent, mutually reinforcing manner. Federal authorities have primary responsibility for organizing and synchronizing the national effort. They accomplish this by guiding national investments in preparedness, facilitating standardized planning processes, and facilitating the robust training and exercise programs required to ensure national integrated preparedness.

e. Many Federal officials have ‘localized’ responsibility for protecting Federal properties, installations, and assets under their control. In executing this responsibility, Federal authorities often require significant community support, including that provided by State, local and Tribal officials, private entities, and other Federal agencies. In planning to secure specific sites and assets, Federal authorities mirror the actions of State, local and Tribal leaders; they determine what must be done, identify the resources required (including authorities and

permissions), and coordinate with other levels of government and the private sector to obtain requirements.

f. **Multiple Direction Planning.** Federated planning flows in multiple directions. From a local leader's perspective, planning begins locally and processes up through State, regional, and Federal authorities as necessary.

(1) Local leaders assess their threats, hazards, and risk posture and determine what actions and capabilities are required. They resource what they can and petition State and Federal authorities to fill capability shortfalls as needed.

(2) State officials often establish planning assumptions and objectives with which local governments in the State are required or encouraged to adopt and support. State-wide interoperable communications plans and systems are an example. At every level of government, officials set strategic goals and objectives for their jurisdictions. They also examine how their specific challenges fit with higher, lower, and adjacent jurisdictions. They determine how to operationalize and resource their own and other relevant strategies, as appropriate. Federated planning constitutes an approach where each member of the homeland security community is supporting and supported by others.

g. **Tailored Resourcing.** A critical aspect of federated planning is *tailored resourcing*. Tailored resourcing offers leaders a high degree of confidence that they can access essential capabilities without maintaining unnecessarily large, unaffordable fleets of equipment and people. Tailoring resources balances the tension between affordability and risk.

(1) By employing horizontal and vertical integration with tailored resourcing, leaders can identify opportunities for pooling resources and maximize the potential utility of a given capability. Tailored resourcing ensures essential resources are available when, where, and as needed (i.e., time, space, and purpose). The Resource Management component of NIMS defines standardized mechanisms and establishes the resource management process to: identify requirements, order and acquire, mobilize, track and report, recover and demobilize, and inventory resources.

(2) Capability and resource availability fall into four categories: *Organic*, *Assigned*, *Earmarked*, and *Potential*.

(a) **Organic Capabilities.** Organic capabilities are those that are an integral part of the basic structure of an organization, and are thus immediately responsive to the leadership of that organization. The organization leadership is responsible for developing, sustaining, and employing these organic capabilities.

(b) **Assigned Capabilities.** Assigned capabilities are those that supporting entities have agreed to allocate to a supported organization for agreed upon purposes in agreed upon situations. Assignment to supported organizations is automatic once predetermined and pre-agreed situation thresholds are reached. Assignment agreements are regarded as binding.

(c) **Earmarked Capabilities.** Earmarked capabilities are those that organizations *intend* to allocate to a supported organization at some future time and situation. Earmarked capabilities are allocated to support other organizations as the situation permits, but their commitment has not been prearranged. These capabilities are often formed into a pool of available resources, none of which have been allocated to a given organization.

(d) **Potential Capabilities.** Potential capabilities are those that *might* be allocated to a supported organization in specified circumstances. Potential capabilities should not be regarded as a highly reliable resource. Their accessibility is determined on a case-by-case basis.

4. **Planning Fundamentals.** The challenge of planning for protecting lives and property is made easier if planners consider the following common fundamentals during planning.

a. **Planning is an orderly, analytical, problem-solving process.** It follows logical steps from plan initiation to analysis of objectives, to development and comparison of ways to achieve the objectives, and to selection of the best solution. While using a prescribed planning process cannot guarantee success, inadequate plans and planning are proven contributors to failure.

b. **Planning guides preparedness activities.** It provides a common framework to guide preparedness by establishing the desired end state and the tasks required to accomplish it. This process identifies the capabilities required. Capabilities provide the means to accomplish a mission and achieve desired outcomes by performing critical tasks, under specified conditions, to target levels of performance. Exercises provide opportunities to demonstrate and evaluate performance, while periodic assessments of plans identify lessons learned and provide the means to share best products and practices.

c. **Planning helps deal with complexity.** Homeland security problems are most often complex and interrelated. The NSHS attaches special emphasis to planning for catastrophic events that embody the greatest risk of mass casualties, massive property loss and immense social disruption. Planning provides the opportunity for a jurisdiction or regional response structure to work through these very complex situations and their unique associated problems. Planning helps decision makers understand how their decisions might affect the ability of their and neighboring jurisdictions to achieve goals and objectives.

d. **Planning may address functions common to all hazards.** The causes of incidents across the spectrum of homeland security can vary greatly, but the effects do not. This means planners can address incident functions common to all hazards. For example, floods, wildfires, and hazardous materials releases may lead a jurisdiction to issue an evacuation order. Even though each hazard's characteristics (e.g., speed of onset, size of the affected area) are different, many general tasks for conducting an evacuation are the same. Differences in the speed of onset may influence when an evacuation order is given, but the process of issuing an evacuation order does not change. All-hazards planning ensures that planners identify common tasks and determine who is responsible for accomplishing those tasks.

e. **Planning does not need to start from scratch.** Planners should capitalize on the experiences of others. The State is a valuable resource for the local jurisdiction, just as the Federal government is a valuable resource for the State. Similarly, local and State plans and experiences should inform Federal planning. Many States publish their own standards and guidance for planning, conduct workshops and training courses, and assign their planners to work with local planners. By reviewing existing emergency or contingency plans, planners can:

- (1) Identify applicable authorities and statutes,
- (2) Gain insight into community risk perceptions,
- (3) Identify organizational arrangements used in the past,

- (4) Identify mutual aid agreements with other jurisdictions, and
- (5) Learn how some planning issues were resolved in the past.

f. **Planning depicts the anticipated environment for action.** Early understanding and agreement on planning assumptions and risks provides the context for interaction. Effective planning identifies clear tasks and purposes, promotes frequent interaction among stakeholders, guides preparedness activities, establishes procedures for implementation, provides measures to synchronize actions, and allocates or reallocates resources. Planners should review the existing plans for questionable assumptions, inaccuracies, inconsistencies, omissions, and vagueness. Critiques of recent operations and exercises in the jurisdiction will help planners develop a list of topics to address when updating plans.

g. **Planning must involve *all relevant partners*.** Just as coordinated operations depend on teamwork, good planning requires a team effort. The most realistic and complete plans are prepared by a team that includes representatives of the Federal agencies, State, local, and Tribal governments, private sector representation, and NGOs that will participate in executing the plan.

h. **Planning assigns tasks, allocates resources, and establishes accountability for homeland security operations.** Decision makers must ensure planners have the resources needed to accomplish the planning requirements.

i. **Planning includes senior officials throughout the process to ensure both understanding and buy in.** Potential planning team members have many day-to-day concerns. For a team to come together, potential members must be convinced that planning has a higher priority, and the person to convince them is the jurisdiction's chief executive. Planning helps decision makers anticipate and think critically, reducing time between decisions and actions. The more involved decision makers are in planning, the better the planning product is. This requires reminding the chief executive that planning is an iterative, dynamic process that ultimately affects his or her performance in an emergency.

j. **Planning is influenced by time, uncertainty, risk, and experience.** These factors define the starting point where planners apply appropriate concepts and methods to create solutions to particular problems. Since this involves judgment and balancing of competing demands, plans cannot be overly detailed, followed to the letter, or so general that they provide insufficient direction.

k. **Planning identifies the task and purpose of the homeland security operation and facilitates cooperation and communication.** The task identifies what must be done and the purpose identifies the why the task must be accomplished. Planning identifies important constraints (i.e., what "must be done") and restraints (i.e., what "must not be done") that affect freedom of action and expectations.

l. **Planning is fundamentally a risk management tool.** Uncertainty and risk are inherent in response planning and operations. Risk management during planning identifies potential hazards and vulnerabilities, and assesses the probability and severity of each to mission accomplishment. Decision makers determine and communicate acceptable levels of risk.

5. Homeland Security Spectrum of Operations. Homeland security planning will address each mission area identified in the NSHS: prevention, protection, response, and recovery.¹³

a. Prevention. The term "prevention" refers to activities undertaken by the first responder community during the early stages of an incident to reduce the likelihood or consequences of threatened or actual terrorist attacks.¹⁴

(1) Prevention planning will identify actions that eliminate the possibility of a natural or man-made disaster adversely affecting the safety, security, or continuity of the Nation, its critical infrastructures, its inhabitants, and their civil rights and liberties.

(2) Prevention planning for terrorist attacks will focus on reducing the likelihood or consequence of threatened or actual terrorist attacks. These planning efforts will be aligned with the broader efforts of the National Implementation Plan for the War on Terror (NIP-WOT) to disrupt and prevent terrorist attacks on the homeland, deny terrorist and terrorist weapons entry to the United States and disrupt terrorist ability to operate within the borders of the United States. Prevention planning must ensure the complete exploitation of classified and unclassified information to increase the likelihood of successfully thwarting terrorists' plans.¹⁵

(3) Many aspects of prevention planning are sensitive and must be produced in and controlled in a classified or law enforcement sensitive environment.

b. Protection. Protecting the lives and livelihoods of the American people requires that the U.S. undertake measures to deter the threat of terrorism, mitigate the Nation's vulnerabilities, and minimize the consequences of an attack or disaster should it occur. Protection safeguards citizens and their freedoms, critical infrastructure, property and the economy from acts of terrorism, natural disasters, or other emergencies.¹⁶

(1) Protection includes actions to mitigate the overall risk. This includes, but is not limited to Critical Infrastructure and Key Resources (CIKR) assets, systems, networks, functions, or their interconnecting links resulting from exposure, injury, destruction, incapacitation, or exploitation. It involves actions or measures taken to cover or shield from exposure, injury, or destruction. Protective actions may occur before, during, or after an incident and are designed to prevent, minimize, or contain the impact of an incident.¹⁷

(2) Protection addresses reducing the vulnerability of the American populace to intentional dissemination of harmful biological agents, detonation of a nuclear or radiological device, the intentional or accidental release of toxic chemicals, naturally occurring infectious disease such as an influenza pandemic, and meteorological or geological events such as hurricanes or earthquakes.¹⁸

(3) Protection planning will address structures and processes that are adaptable to incorporate lessons learned and best practices and adjust quickly within the time

¹³ HSPD-8/Annex 1, National Planning, Approved 03 December 2007.

¹⁴ HSPD-8, Preparedness, Approved December 2003, Amended December 2007 by Annex 1 to HSPD-8.

¹⁵ HSPD-8, section 2(i), National Preparedness, December 17, 2003; National Implementation Plan for the War on Terror, National Counterterrorism Center, September 2008.

¹⁶ National Strategy for Homeland Security, Homeland Security Council, October 2007; DHS Lexicon Terms and Definitions, Approved October 23, 2007.

¹⁷ National Infrastructure Protection Plan, 2006.

¹⁸ National Strategy for Homeland Security, Homeland Security Council, October 2007, pg. 29

constraints of a fast-moving crisis or threat environment. This planning should manage risk and address known and potential threats and hazards.¹⁹

c. Response. Response embodies the actions taken in the immediate aftermath of an incident to save lives, meet basic human needs, and reduce the loss of property and impact to the environment. Following an incident, either naturally occurring or man-made, response operations are essential to reduce the immediate psychological, social, and economic effects of an incident. Response planning will provide rapid and disciplined incident assessment to ensure response is quickly scalable, adaptable, and flexible. It will incorporate the national response doctrine as presented in the NRF, which defines basic roles and responsibilities for incident response across all levels of government and the private sector.²⁰

d. Recovery. Recovery encompasses both short-term and long-term efforts for the rebuilding and revitalization of affected communities. Response and recovery operations are closely related. Recovery planning must provide for a near-seamless transition from response activities to short-term recovery operations — including restoration of interrupted utility services, re-establishment of transportation routes, and the provision of food, water and shelter to displaced persons.²¹

(1) Recovery planning must ensure a successful transition from short-term recovery to the long-term recovery, including rebuilding and revitalization. These long-term recovery efforts differ from short-term recovery efforts by scope, complexity of efforts required, and the effect on the social fabric of the community. These efforts can take several months to several years to complete, depending on the extent of the catastrophic incident and how extensively CIKR assets require redevelopment and reconstruction.²²

(2) Long-term recovery plans must be designed to maximize results through the efficient use of finite resources. These plans must address both public and private partnerships and integrate collective recovery efforts.²³

6. Planning Administrative Considerations.

a. Multiple Levels of Classification. Homeland security planning is conducted at multiple levels of classification such as Controlled Unclassified Information, Secret, Top Secret, and Sensitive Compartmented Information (SCI). In the case of terrorist activities, dissemination of time-sensitive material, limited distribution, and limited access/knowledge to those with need to know is imperative. Further, classifying information at the lowest possible level can mean the difference between preventing an attack and effectively responding to one after the fact.

b. Non-Standard Lexicon/Terminology. Many organizations involved in homeland security operations have adopted different lexicons. Federal planners will develop a recommended standard homeland security planning lexicon to address this problem. The IPS is a source document for this lexicon and consolidates definitions from other official documents pertaining to planning.

7. Planning Concepts.

¹⁹ National Infrastructure Protection Plan, 2006.

²⁰ National Strategy for Homeland Security, Homeland Security Council, October 2007; National Response Framework, January 8, 2008.

²¹ National Strategy for Homeland Security, Homeland Security Council, October 2007.

²² National Strategy for Homeland Security, Homeland Security Council, October 2007.

²³ National Strategy for Homeland Security, Homeland Security Council, October 2007.

a. Planning Categories. The two basic types of planning are: contingency planning (also known as deliberate planning) and crisis action planning. Contingency planning is the cornerstone of homeland security planning and supports crisis action planning by anticipating potential crises and developing plans that facilitate timely selection of courses of action and execution planning during a crisis. Crisis action planning provides the means to transition from normal circumstances to heightened threats, emergency response, and recovery.

(1) General.

(a) Planning before an incident aims to prepare plans for the most dangerous potential threats that could affect the Nation; this is called *contingency planning*.

(b) Planning that takes place during an actual incident is called *crisis action planning (CAP)*.

(c) Both aim to produce plans that will achieve a specific national objective for a given incident; that is, they are “execution” focused.

(d) Both use the same principles to develop a plan; although the speed at which planners conduct planning will typically increase and the approval process for planning products will be compressed in crisis action planning.

(e) Parallel planning describes those situations when planning occurs concurrently across all planning levels for a specific scenario or threat. The higher planning level must still lead off the parallel planning effort to inform the next level’s planning. The key distinction with parallel planning is that the lower planning level does not have to wait for the higher planning level’s approved plan to begin planning. This is essential to speed up the process and allows participating organizations the maximum time to conduct their own planning. Parallel planning relies on accurate and timely notification from the higher planning level and a full sharing of information between planning levels as it becomes available.

(2) Contingency Planning. Contingency planning creates plans in anticipation of future incidents based on the most current information. A contingency is an incident that would involve national resources to prevent, protect from, respond to, or recover from terrorist attacks or natural disasters.

(a) Contingency planning facilitates the transition to crisis action planning; during crisis action planning any contingency plan may become a crisis action plan. Contingency plans are prepared by senior agency leaders in response to requirements established by the Secretary and/or the President.

(b) Contingency planning is conducted before an incident. A contingency plan provides guidance for conducting operations for a given threat or scenario. It is conducted under non-emergency conditions, evaluated through training and exercises, and refined over time.

(c) Contingency plans are not immediately executed after they are approved. They are continually refined over time and provide planners a well-developed starting point that can be rapidly modified with little or no notice to support crisis action planning requirements.

(3) Crisis Action Planning. Crisis action planning occurs in response to a credible threat or in response to an incident. It occurs in a time-compressed environment with

the objective of developing an imminently executable plan. Planners operating in a crisis action planning environment normally attempt to modify an existing contingency plan related to the incident threat or scenario. If a plan is unavailable, planners will develop a plan using crisis action planning.

(a) Because crisis planning is a continuation and derivative of contingency planning, the processes used for both should be as similar as possible. To the maximum extent possible, contingency planning should be the template for crisis action planning.

(b) Key points about crisis action planning:

- 1 Based on circumstances that exist at the time the crisis begins.
- 2 Based on current dynamic conditions vice assumptions.
- 3 Based on time available and scale of the crisis or incident.
- 4 Conducted using parallel planning, with subordinate or supporting plans developed concurrently.
- 5 Converts (if possible) existing plans into crisis action plans.
- 6 Develops new plans when no useful contingency plan exists.
- 7 Conducts training and exercises using similar processes for preparing planners.
- 8 Requires situational awareness of the incident site(s).

b. Homeland Security Planning Levels. There are three levels of homeland security planning – strategic, operational and tactical.

(1) Strategic. At this level, decision makers determine strategic homeland security objectives across the homeland security spectrum (i.e., Prevent, Protect, Respond and Recover). From these objectives, they develop overall, high-level guidance for planners. Using this guidance, planners develop strategic plans designed to apply resources to accomplish these objectives. These are the widest-scoped, least-detailed plans in the planning hierarchy. At this level, the goal is a unified approach across Federal departments executing their statutory responsibilities.

(2) Operational. Strategic plans provide guidance for operational planning. Operational objectives support strategic objectives, sequence events, initiate action and apply resources to begin and sustain activities. Operational planning is also conducted and sustained across the homeland security spectrum (i.e., Prevent, Protect, Respond and Recover). Plans written at this level include CONPLANS and department and agency OPLANS. These plans are more narrowly scoped and more detailed than strategic plans. At this level, the goal is a unified approach across Federal departments, but with more detail, when developing a CONPLAN. The goal is a unified approach across a Federal agency when developing an OPLAN.

(3) Tactical. Tactical planning is more focused and detailed than operational planning. Activities are focused on the arrangement of resources in relation to each other and to the threat or natural disaster. Tactical plans are developed to support the objectives of operations

OPLANs. At this level, the goal is a unified approach across a Federal agency components or sub-components.

c. Planning Approaches. There are three different approaches to planning, each focusing on different requirements, authorities, levels of operation and specific organizational missions within the homeland security spectrum of operations.

(1) Capability-Based. This planning approach focuses on available personnel and resources that can be applied to address significant incidents. Requirements and capabilities are derived from the NPS, strategic planning, risk assessments, concepts of operations, and threat information. This capabilities-based planning approach and the *National Preparedness Guidelines* foster vertical and horizontal integration of Federal, State, local, and Tribal plans allowing State, local and Tribal capability assessments to inform Federal requirements and capabilities planning.

(2) Functional. A functional planning approach identifies a list of common tasks an organization must perform during an incident, an emergency, a specific event/activity or a directed requirement. They are created at all operational levels and formatted in accordance with the standards of the parent organization. They may be developed in response to HSPD/NSPD requirements, at the organization's senior leadership initiative, or in response to either national policy or a guidance document requirement.

(3) Scenario-Based. The Federal government has developed 15 all-hazards planning scenarios to facilitate homeland security planning. These scenarios are planning tools and represent the range of potential terrorist attacks and natural disasters and the related impacts that face the U.S. A scenario-based plan is developed from a National Planning Scenario; there are currently 15 NPS that have been grouped into eight sets. Scenarios will be developed, updated, or amended as necessary at least every two years. This process will be informed by a risk-based analysis intended to focus planning efforts on the most likely or most dangerous threats to the homeland. Annex I to HSPD-8 specifically addresses this planning approach.

8. Planning Organizations. Homeland security's complex and demanding nature requires a permanent planning organization with dedicated and trained planners.

a. The permanent planning organization's purpose is the continuous planning that addresses the homeland security requirements to prepare the U.S. for potential terrorist attacks, natural disasters, and other emergencies. The planners in this organization must have the skills and judgments normally gained through an extensive education, training, and assignment background. The planning organization will be routinely augmented by functional subject matter experts and liaisons from organizations that have a role in the homeland security operations being planned. Permanent planning organizations will often require additional duty planners that provide unique subject matter expertise to particular planning efforts. The leadership of the permanent planning organization must ensure these planners are trained and integrated into the planning effort seamlessly, and insulated, as much as possible, from being given tasks outside of planning.

b. Temporary planning organizations are formed for limited times to achieve limited planning objectives. They may be repeatedly formed and disbanded, or organized as exceptional circumstances require. However, these organizations should contain members whose full-time role is planning and can facilitate the organization's planning effort.

9. Planning Support Systems. Planning support systems are a class of decision-support systems that planners employ to help ensure they consider all viable options, weigh their potential value correctly, make and present recommendations, and make sound decisions. Planning support systems are a complement to, not a substitute for, individual and team skills and judgment. These support systems should be interoperable to ensure transparency of planning efforts across jurisdictions. Planning support systems include:

a. Communication Systems. Supporting communications systems must handle data, video, and voice, and process classified and unclassified information.

b. Planning Tools. Planning tools fall into two categories – automated and manual.

(1) Automated Planning Tools. Local systems should, to the maximum extent possible, be compatible with networked systems. Standardized firewalls, access protocols, and common software should be maximized. At the least, local systems must be worked to a common understanding and differences accommodated well in advance of need.

(2) Manual Planning Tools. Manual planning tools should be available to and understood by as much of the planning community as possible. Niche systems that are understood by only a small number of planners generally lead to misunderstanding and confusion in the rest of the community, which leads directly to disjointed action.

