

(Submitted by Bay Area U.A.S.I.)

Is Urban Shield an Emergency Preparedness Program?

1. Resource:

Target Capabilities List: A companion to the National Preparedness Guidelines
US Department of Homeland Security, September 2007 version
To download a copy: <https://www.fema.gov/pdf/government/training/tcl.pdf>

Read Preface – *iii, v-viii, pages 1-17, including but not limited to preparedness sections Common Target Capabilities, Prevent Mission Area, Protect Mission Area, Response Mission Area and/or Recover Mission Area.*

2. Plan and Prepare for Disasters. **Preparedness** is **defined** by DHS/FEMA as "a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action to ensure effective coordination during incident response."

[Plan and Prepare for Disasters | Homeland Security](https://www.dhs.gov/topic/plan-and-prepare-disasters)
<https://www.dhs.gov/topic/plan-and-prepare-disasters>

3. The term “**emergency preparedness**” means all those activities and measures designed or undertaken to prepare for or minimize the effects of a hazard upon the civilian population, to deal with the immediate emergency conditions which would be created by the hazard, and to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by the hazards. Such term includes the following:

(A) Measures to be undertaken in preparation for anticipated hazards (including the establishment of appropriate organizations, operational plans, and supporting agreements, the recruitment and training of personnel, the conduct of research, the procurement and stockpiling of necessary materials and supplies, the provision of suitable warning systems, the construction or preparation of shelters, shelter areas, and control centers, and, when appropriate, the nonmilitary evacuation of the civilian population).

(B) Measures to be undertaken during a hazard (including the enforcement of passive defense regulations prescribed by duly established military or civil authorities, the evacuation of personnel to shelter areas, the control of traffic and panic, and the control and use of lighting and civil communications).

(C) Measures to be undertaken following a hazard (including activities for firefighting, rescue, emergency medical, health and sanitation services, monitoring for specific dangers of special weapons, unexploded bomb reconnaissance, essential debris clearance, emergency welfare measures, and immediately essential emergency repair or restoration of damaged vital facilities).” (**Stafford Act**, Title VI, Emergency Preparedness, Sec. 602. Definitions (42 U.S.C. 5195a), June 2007 (FEMA 592), pp. 54-55

4. **National Planning Scenario**: ‘The term ‘National Planning Scenario’ means an event or threat scenario appropriate for national planning by and among all levels and jurisdictions of government, and in coordination with private, non-profit, and volunteer organizations.” (**White House, Annex I “National Planning” to HSPD-8**, December 2007, p. 1)

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5. **National Planning Scenarios (15):** “The Federal interagency community has developed 15 all hazards planning scenarios (the National Planning Scenarios or Scenarios) for use in national, Federal, State, and local homeland security preparedness activities. The Scenarios are planning tools and are representative of the range of potential terrorist attacks and natural disasters and the related impacts that face our nation. The objective was to develop a *minimum number of credible* scenarios to establish the *range of response requirements* to facilitate preparedness planning.” (**White House**, *National Planning Scenarios* (21.3 Final Draft), March 2006, p. ii)
6. **National Planning Scenarios (15):** “While preparedness applies across the all-hazards spectrum, the 2002 National Strategy for Homeland Security attaches special emphasis to preparing for catastrophic threats with “the greatest risk of mass casualties, massive property loss, and immense social disruption.” To illustrate the potential scope, magnitude, and complexity of a range of major events, the Homeland Security Council—in partnership with the Department of Homeland Security (DHS), other Federal departments and agencies, and State, local, tribal, and territorial governments—developed the National Planning Scenarios. The 15 Scenarios include terrorist attacks, major disasters, and other emergencies.... Planners are not precluded from developing their own scenarios to supplement the National Planning Scenarios.” (**DHS**, *National Preparedness Guidelines, Appendix B*, 2007, p. 31)
7. **National Planning Scenarios (15):** (**DHS**, *National Preparedness Guidelines, Appendix B*, 2007, p. 31)
 - a. Improvised Nuclear Device Aerosol Anthrax Pandemic Influenza
 - b. Toxic Industrial Chemicals Blister Agent Chlorine Tank Explosion
 - c. Radiological Dispersal Device Nerve Agent Improvised Explosive Device
 - d. Foreign Animal Disease Food Contamination Cyber attack
 - e. Plague Major Hurricane Major Earthquake
 - f. National Planning Scenarios (Sets):
 - g. Explosives Attack
 - h. Nuclear Attack
 - i. Radiological Attack
 - j. Biological Attack
 - k. Chemical Attack
 - l. Natural Disaster
 - m. Cyber Attack
 - n. Pandemic Influenza (**DHS**, *NRF*, 2008, 75)

National Planning Scenarios (15): “The 15 *National Planning Scenarios*...collectively depict a diverse set of high-consequence threat scenarios regarding both potential terrorist attacks and natural disasters. Collectively, these scenarios are designed to focus contingency planning for homeland security preparedness work at all levels of government and with the private sector. The 15 scenarios form the basis for coordinated Federal planning, training and exercises.” (**DHS**, *National Response 2008*, p. 78)

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8. **National Preparedness Framework Four Mission Areas:** “The Goal [NPG] provides a common framework for a systems-based approach to build, sustain and improve national preparedness for a broad range of threats and hazards. The Goal and other source documents define the mission areas of this framework as follows:

Prevent: Actions to avoid an incident or to intervene or stop an incident from occurring. Prevention involves actions taken to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice (Source—NIMS, March 2004).

Protect: Actions to reduce the vulnerability of critical infrastructure or key resources to deter, mitigate, or neutralize terrorist attacks, major disasters, and other emergencies (Source—HSPD 7, December 2003). It requires coordinated action on the part of federal, state, and local governments; the private sector; and concerned citizens across the country. Protection also includes: continuity of government and operations planning; awareness elevation and understanding of threats and vulnerabilities to their critical facilities, systems, and functions; identification and promotion of effective sector-specific protection practices and methodologies; and expansion of voluntary security-related information sharing among private entities within the sector, as well as between government and private entities. (Source – The National Strategy for The Physical Protection of Critical Infrastructures and Key Assets, February 2003)

Respond: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice (Source—NIMS, March 2004).

Recover: Activities that include the development, coordination, and execution of service and site-restoration plans; the reconstitution of government operations and services;

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individual, private- sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents (Source—NIMS, March 2004).” (DHS/ODP, *State and Urban Area Homeland Security Strategy: Guidelines on Aligning Strategies with the NPG*, 2005, pp. 3-4)

9. **National Preparedness Goal (NPG):** The President directed the development of a National Preparedness Goal (or Goal) in Homeland Security Presidential Directive (HSPD)-8. The Goal reorients how the Federal government proposes to strengthen the preparedness of the United States to prevent, protect against, respond to, and recover from terrorist attacks, major disasters, and other emergencies. The Goal establishes a vision, capabilities, and priorities for national preparedness. It should be utilized in conjunction with the three capabilities-based planning tools referenced in the Goal: The National Planning Scenarios, Universal Task List (UTL), and Target Capabilities List (TCL). Collectively, they identify key requirements that can help guide domestic all-hazards preparedness efforts. (DHS, *NPG*, December 2005 Draft, Preface)

National Preparedness Goal (NPG): “A requirement of HSPD-8 to define “standards for preparedness assessments and strategies, and a system for assessing the Nation’s overall preparedness to respond to major events, especially those involving acts of terrorism.” The Goal establishes measurable priorities, targets, and a common approach to developing needed capabilities. The Goal includes seven priorities for national preparedness: two overarching priorities and five priorities to build specific capabilities. The overarching priorities of the National Preparedness Goal are to:

- Implement the National Incident Management System and National Response Plan
- Expand regional collaboration, and
- Implement the Interim National Infrastructure Protection Plan.

The priorities for specific capabilities are to:

- Strengthen information sharing and collaboration capabilities;
- Strengthen interoperable communications capabilities;
- Strengthen chemical, biological, radiation, nuclear, and explosive weapons (CBRNE)
 - detection, response, and decontamination capabilities; and
 - Strengthen medical surge and mass prophylaxis capabilities.”

(HSC, *NCPIP*, 2007, 66; See also, DHS, *Interim NPG*, 2005)

National Preparedness Guidelines: “The National Preparedness Guidelines (*Guidelines*) are formally established upon issuance and supersede the Interim National Preparedness Goal issued on March 31, 2005. The *Guidelines* provide an overarching vision, tools, and priorities to shape national preparedness. The *Guidelines* do not include an implementation plan; implementation will occur over time through a wide range of Federal, State, local, tribal, and

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territorial preparedness programs and activities. For example, Federal program offices will develop detailed plans that describe how their programs support *Guidelines* implementation in consultation with their stakeholders. Those details must be reflected in annual program guidance, in the form of measurable objectives and requirements. DHS will monitor those efforts and advise program offices and DHS leadership on progress and opportunities to improve synchronization. Implementation and feedback will inform future refinement of the *Guidelines*.”

(DHS, *National Preparedness Guidelines, Appendix A, Letter of Instruction*, p. 25)

10. The **Universal Task List**, which is a menu of some 1,600 unique tasks that can facilitate efforts to prevent, protect against, respond to and recover from the major events that are represented by the National Planning Scenarios. It presents a common vocabulary and identifies key tasks that support development of essential capabilities among organizations at all levels. Of course, no entity will perform every task. Instead, this task list was used to assist in creating the Target Capabilities List. It is included in the *Guidelines* package as a reference for interested jurisdictions.

11. The **Target Capabilities List**, which defines 37 specific capabilities that communities, the private sector and all levels of government should possess to respond effectively to disasters.” (DHS, *NRF Comment Draft, 2007*, p. 68; note that *2008 NRF* drops specified numbers such as 15 scenarios, 1,600 tasks, and 37 TCL capabilities (72))

12. National Preparedness Guidelines, Purposes:

- “Organize and synchronize national (including Federal, State, local, tribal, and territorial) efforts to strengthen national preparedness;
- Guide national investments in national preparedness;
- Incorporate lessons learned from past disasters into national preparedness priorities;
- Facilitate a capability-based and risk-based investment planning process; and

Establish readiness metrics to measure progress and a system for assessing the Nation’s overall preparedness capability to respond to major events, especially those involving acts of terrorism. (DHS, *National Preparedness Guidelines*, September 13, 2007, p.1)

13. **Preparedness:** “Preparedness is discussed in the National Response Plan thusly: “the NRP focuses on those activities that are directly related to an evolving incident or potential incident rather than steady-state preparedness or readiness activities conducted in the absence of a specific threat or hazard.” (DHS, *National Response Framework Draft*, September 2007, 26)

14. **Preparedness:** “Effective preparedness requires jurisdictions to identify and have strategies to obtain and deploy major equipment, supplies, facilities, and systems in sufficient quantities to perform assigned missions and tasks. The mobilization, tracking, use, sustaining, and demobilization of physical and human resources require an effective logistics system. That system must support both the residents in need and the teams that are responding to the incident. Resource typing provides a uniform method of sharing commonly understood resources when needed in a major incident.” (DHS, *National Response Framework*, Jan 2008, 30)

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15. **Preparedness:** “Preparedness is not simply about getting ready for disasters. Preparedness is about uniting all of our tools of national power to manage risk. And we have already seen marked improvements of how we, as a nation, protect and prevent under a broad umbrella of risk. We are targeting our Federal operational readiness, risk management, information flow, and grant programs with State and local and private sector partners in a manner that fosters coordination and cooperation. We now have shared doctrine, resources, and increased visibility into shared missions.” (DHS, *Statement of George Foresman*, 2006, 2)
16. **Preparedness:** “Build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness includes:
 - a. Planning, training, and exercises
 - b. Personnel qualification and certification standards
 - c. Equipment acquisition and certification standards
 - d. Publication management processes and activities
 - e. Mutual aid agreements and Emergency Management Assistance Compacts (EMACS).” (Homeland Security Institute, *HS Strategic Planning MAA* (for DHS), Appendix B: MAA Common Task Definitions, p. 61) [Note: See DHS, NIMS, 2004, pp. 4-5, not cited, and DHS, UTL, 2005, 8.]
17. **Exercise:** “An exercise is an instrument to train for, assess, practice, and improve performance in *prevention, protection, response, and recovery capabilities* in a risk-free environment. Exercises can be used for: testing and validating policies, plans, procedures, training, equipment, and interagency agreements; clarifying and training personnel in roles and responsibilities; improving interagency coordination and communications; identifying gaps in resources; improving individual performance; and identifying opportunities for improvement. (Note: an exercise is also an excellent way to demonstrate community resolve to prepare for disastrous events).” (FEMA, *HSEEP Glossary*, 2008).
4. **Training:** “Building essential response capabilities nationwide requires a systematic program to train individual teams and organizations – to include governmental, nongovernmental, private sector, and voluntary organizations – to meet a common baseline of performance and certification standards. Professionalism and experience are the foundation upon which successful response is built. Rigorous, ongoing training is thus imperative.²⁵ Individuals and teams, whether paid or volunteer, should meet relevant local, tribal, State, Federal, or professional qualifications, certifications, or performance standards. Content and methods of training must comply with applicable standards and produce required skills and measurable proficiency. FEMA and other organizations offer response and incident management training in online and classroom formats.” (DHS, *National Response Framework*, Jan 2008, 31).