

TCL

DHS/FEMA Target Capabilities List
Implementation Project

National Preparedness Metrics TCL Implementation Project

June 2009

Please forward comments or
suggestions to TCL@DHS.GOV



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Authorities on Preparedness Policy and Doctrine

Post-Katrina Emergency Management Reform Act of 2006 (P.L. 109-295)

Sec. 643. National Preparedness Goal

Sec. 644 Establishment of a National Preparedness System

Sec. 645 National Planning Scenarios

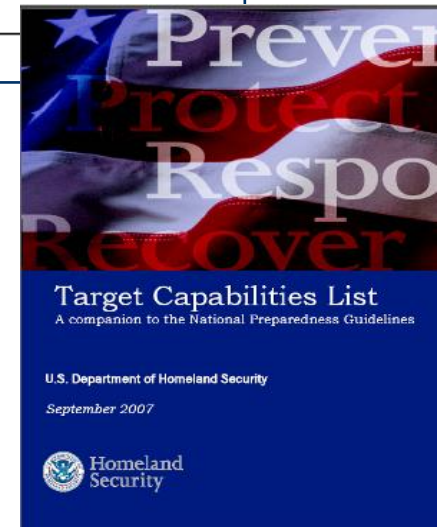
Sec. 646 Target Capabilities and Preparedness Priorities

Homeland Security Presidential Directive (HSPD)-8 “National Preparedness”

“The national preparedness goal will **establish measurable readiness priorities** and **targets** that appropriately balance the potential threat and magnitude of terrorist attacks, major disasters, and other emergencies with the resources required to prevent, respond to, and recover from them. It will also include **readiness metrics and elements** that support the national preparedness goal **including 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.”

National Preparedness Guidelines

September 2007



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National Preparedness Guidelines (NPG)

Sets forth the vision, policy, and doctrine to enhance capabilities to prevent, protect against, respond to, and recover from all-hazards

- Outlines steps for ‘capability-based preparedness’ through asking:
 - How prepared do we need to be?
 - How prepared are we?
 - What should we do to close the gaps?
- Incorporates risk information and risk management within preparedness decision making
- Identifies roles and responsibilities for entities at all levels along each step along the preparedness cycle
- Establishes readiness targets and priorities across 37 capabilities and identifies eight (8) National Priorities



What the TCL and Preparedness Cycle means to you

Evaluate/Improve

- Provides structure and content for the Comprehensive Assessment System (under development), State Preparedness Reports, and the GAP Analysis
- Helps characterize corrective action processes and improvement plans

Exercise

- Provides structure and content for HSEEP Exercise and Evaluation Guides
- Informs objectives for conducting exercises under the National Exercise Program

Train

- Identifies learning objectives for course development and course selection
- Identifies requisite personnel competencies

EVALUATE/
IMPROVE

Plan

EXERCISE

The NPG and TCL
drive decisions
throughout the
preparedness cycle

ORGANIZE/
EQUIP

TRAIN

Plan

- Provides content and objectives for planning guides and technical assistance, e.g., CPG 101
- Provides target outcomes to plan against

Organize/Equip

- Provides structure and content for the Cost -to-Capabilities Analysis (under development)
- Identifies equipment and personnel needs using NIMS Resource Typing & Equipment Lists



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NPG/TCL Role in Preparedness Programs

Example: Exercise Evaluation Guides

Triage and Pre-Hospital Treatment (SAMPLE from an actual Exercise Evaluation Guide)			
Activity 4: Provide Treatment			
Activity Description: Provide medical treatment appropriate to the patient's injuries and the incident.			
Tasks Observed (check those that were observed and provide comments).			
Note: Asterisks denote Performance Measures and Performance Indicators associated with a task. Please record the observed indicator for each measure			
	Task/Observation Keys	Time of Observation/Task Completion	
4.1 (Res.C1 a 6.1)	Establish Immediate, Minor, and Delayed Treatment areas. <ul style="list-style-type: none"> ▪ Coordinate with Medical Branch/Group Command/Tactical Operations ▪ Clearly mark and identify each treatment area ▪ Assign treatment teams by area ▪ Teams report number of ill/injured patients by area 	Time: Task Completed? Fully [] Partially [] Not [] N/A []	
	Time that ill/injured patients receive initial treatment by appropriately credentialed on-scene medical personnel	Target IAW federal, state, or local policy; in absence of policy: within 30 minutes	Actual



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NPG/TCL Role in Preparedness Programs Example: Grant Investment Justifications (Excerpts from the FY2009 Homeland Security Grant Program)

Question	Scoring Criteria
<p>II.B. Strategy – Homeland Security Strategy goals and objectives: Explain how this Investment supports the State/territory/Urban Area Homeland Security Strategy goals and objectives. Please reference relevant goal and objective numbers in the State/territory/Urban Area Homeland Security Strategy.</p>	<p>Response provides linkage between the Investment and Homeland Security Strategy goals and objectives</p> <p>Response demonstrates how the Investment will support the Homeland Security Strategy goals and objectives</p>
<p>II.C. Strategy – Target Capabilities: From the drop-down boxes, select one primary and up to four secondary Target Capabilities that this Investment supports. For the primary Target Capability selected, provide an explanation of how it is supported by this Investment.</p>	<p>Response provides linkage between the Investment and the selected primary Target Capability</p> <p>Response demonstrates how the Investment will support the selected primary Target Capability</p>
<p>II.D. Strategy – National Priorities: From the drop-down boxes, select the National Priority(ies) that this Investment supports; up to four may be selected.</p>	<p>The information provided is not scored as an individual section; however, it <i>is</i> considered in the Comprehensive Investment Score</p>



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Goals for Updating the TCL

- **Update content to reflect current policies, guidance, capabilities**
- **Provide flexibility to account for community-specific risks and circumstances**
- **Establish measurable targets for planning and assessment purposes**
- **Provide an objective means to justify investments and priorities**
- **Provide strong links among applicable standards, Federal policies and guidance, and terminologies**
- **Promote mutual aid and resource sharing**
- **Help integrate programs across the preparedness lifecycle**



Target Capabilities Under National Review

From the original 37 capabilities, the following four (4) have been drafted and circulated for comment:

- Multi-Agency Coordination/Emergency Operations Center Management
- Mass Transit Protection
- Incident Command
- Weapons of Mass Destruction (WMD)/Hazardous Materials (HazMat) Rescue

FEMA convened Technical Working Groups comprised of individuals from all Regions to develop the first set of draft *Target Capabilities* being circulated for a wider national review



Target Capabilities

RESPONSE CAPABILITY - WMD/HAZARDOUS MATERIALS RESCUE					
The capability to quickly assess a WMD/hazardous materials event (from either a natural hazard or a deliberate release); manage the rescue operations; rescue the victims; confine the hazard; and decontaminate the victims.					
I. Classes: Lead jurisdiction or entity risk considerations for capability building (based on meeting one or more of the criteria listed in each column).					
Risk Factors	Class One	Class Two	Class Three	Class Four	Class Five
A. Primary Risk Factors: Cities and Counties are initially grouped into a Class by population and population density, and may be re-grouped based on additional risk factors set forth in B. Jurisdiction population may include tourist and commuter populations.	Cities and Counties with population greater than 3 million	Cities and Counties with population between 1 million and 3 million	Cities and Counties with population between 500,000 and 1 million	Cities and Counties with population between 100,000 and 500,000	Cities and Counties with population less than 100,000
Population Density		Cities and counties with population greater than 500,000 and density greater than 10,000 people per square mile	Cities and counties with population between 250,000 and 500,000 and density greater than 5,000 people per square mile	Cities and counties with population less than 100,000 and density greater than 2,500 people per square mile	U.S. territories not identified in Classes I-V
B. Additional Risk Factors: Cities and Counties may move up in Class based on additional risk factors. Once a jurisdiction has identified their Class using primary risk factors, they should identify which additional risk factors they meet to determine Class placement. See End Notes (Table IV) below for risk factor definitions					
Critical Infrastructure: Chemical Targets		Cities and Counties less than miles from a chemical plant			
Commercial Targets		Cities and Counties with major stadium/ arena and/or amusement theme parks			
Energy Targets		Cities and Counties with major and/or gas refineries, pipeline natural gas storage			
Government Facility Targets	National capital				
National Monuments and Icons Targets					
Nuclear Targets					
Transportation Targets		Cities and Counties with underground subway systems major rail terminals			
		Cities and Counties with major seaports (passenger and freight)			
Likelihood of Major Incidents					

II. Performance Objectives: Target outcomes and metrics are aligned by Perfor based planning (outcomes are met through any combination of a jurisdiction o

Performance Objectives	Performance Class One	Performance Class Two	Performa
1 Assess the event/incident	Ensure the ability to assess each of 3 separate/simultaneous WMD/HazMat events/incidents by responding to each with personnel possessing operations-level HazMat competency in less than 5 minutes following the initial response.	Ensure the ability to assess each of 2 separate/simultaneous WMD/HazMat events/incidents by responding to each with personnel possessing operations-level HazMat competency in less than 5 minutes following the initial response.	Ensure the WMD/HazMat events/incidents by responding to each with personnel possessing HazMat competency in less than five m initial response.
2 Manage the HazMat rescue operations	Ensure the ability to manage each of 3 separate/simultaneous WMD/HazMat rescue operations responding to each with a branch director/group supervisor in less than 30 minutes using responders with operations-level HazMat training and mission-specific competencies for HazMat rescue and PPE.	Ensure the ability to manage 2 separate/simultaneous WMD/HazMat rescue operations by responding to each with a branch director/group supervisor in less than 30 minutes using responders with operations-level HazMat training and mission-specific competencies for HazMat rescue and PPE.	Ensure the WMD/HazMat events/incidents by responding to each with a branch director/group supervisor in less than 30 minutes using operations-level HazMat training and mission-specific competencies for HazMat rescue and PPE.
3 Rescue the victims	Ensure the ability to respond to 3 separate/simultaneous WMD/HazMat events/incidents with HazMat trained and equipped personnel between 10 and 30 minutes that can rescue 1,000 victims from each incident.	Ensure the ability to respond to 2 separate/simultaneous WMD/HazMat events/incidents with HazMat trained and equipped personnel between 10 and 30 minutes that can rescue 1,000 victims from each incident.	Ensure the to a WMD/HazMat event/incident trained and personnel 1 minutes the victims.
4 Control the hazard	Ensure the ability to control the hazard at each of 3 separate/simultaneous WMD/HazMat events/incidents by responding to each with at least one Type I HazMat Response Team in less than 30 minutes; and have access to at least 8 HazMat Response Teams (any combination of Type I, II, and III).	Ensure the ability to control the hazard at each of 2 separate/simultaneous WMD/HazMat events/incidents by responding to each with at least one Type I HazMat Response Team in less than 30 minutes; and have access to at least 4 HazMat Response Teams (any combination of Type I, II, and III).	Ensure the hazard event/incident with at least HazMat Re less than 3 have access HazMat Re
5 Decontaminate the victims	Ensure the ability to begin decontaminating 1,200 victims from each of 3 separate/simultaneous WMD/HazMat events/incidents by responding to each with HazMat trained and equipped personnel between 10 and 30 minutes.	Ensure the ability to begin decontaminating 1,200 victims from each of 2 separate/simultaneous WMD/HazMat events/incidents by responding to each with HazMat trained and equipped personnel between 10 and 60 minutes.	Ensure the ability to begin decontaminating 600 victims from a WMD/HazMat event/incident by responding with HazMat trained and equipped personnel between 10 and 60 minutes.

TRAINING AND EXERCISES

The Training and Exercise Table identifies the essential tasks, or learning objectives, which personnel assigned to a WMD/HazMat Rescue operation must be able to complete. Learning objectives are consistent with the forthcoming FEMA Training and Exercise Integration Training Operations (TEITO) Training Frameworks, which will identify the need for jurisdictions to build their capacity in relation to the capabilities noted in the TCL. Learning objectives are not meant to demonstrate a one-to-one relationship with NFPA 472 competencies. Learning objectives reflect skills and abilities that can be observed during an operation and do not represent all related awareness and pre-requisite course requirements.

Learning objectives form the foundation for exercise conduct. The learning objectives listed below should form the foundation for how jurisdictions conduct operations-based exercises. Jurisdictions should ensure that personnel have taken courses that teach the ability to perform each listed learning objective. The list enables course developers to align existing courses to each Performance Objective, or as a starting point for establishing new courses.

The Learning Objectives for each capability will be integrated into the National Homeland Security Training Program (currently under development), which will oversee and coordinate homeland security training programs, increase training capacity, and ensure standardization across programs. Homeland Security Exercise and Evaluation Program (HSEEP) and the Exercise Evaluation Guides (EEGs) will also be updated. Information on HSEEP, including the latest version of the EEG Builder Web-based tool and a template EEG for the WMD/HazMat Rescue capability are at www.hseep.dhs.gov.

Assess the Event/Incident	Manage the HazMat Rescue Operations
<ol style="list-style-type: none"> Collect hazard and response information Conduct a risk evaluation, adequately addressing the risk of various actions to both responders and the public Obtain preliminary estimate of number of victims impacted by problem, including victims exposed to the hazardous materials Develop an incident detection, monitoring, and sampling strategy on the basis of a realistic assessment of the operational hazards Conduct offensive and defensive reconnaissance operations, as necessary, to gather intelligence on the situation Conduct site surveillance and monitoring Collect, prioritize, and manage hazard data and information from all sources 	<ol style="list-style-type: none"> Establish On-Site Incident Management for a WMD/HazMat response and support the Incident Command and Planning Sections in developing and implementing an incident action plan (IAP) Integrate WMD/HazMat rescue operations into the Operations Branch of the ICS Determine the nature and priority of rescue operations and the numbers involved Coordinate the assembly and transport of personnel and equipment to the site. Provide required personal protective equipment (PPE) to WMD/HazMat responders in coordination with the on-scene safety officer Use advanced detection, identification, and monitoring methodologies to identify the hazardous material(s) Assess the stability of the incident site to determine search and rescue tactical options

<ol style="list-style-type: none"> Conduct contamination surveys Monitor the movement of hazardous releases, including controlling building systems Confirm the identity of samples through the use of two (preferably three) different instrument methodologies Conduct plume modeling Ensure that assessment personnel are alert for the presence of Improvised Explosive Devices (IEDs) and secondary events Establish and identify perimeters 	<ol style="list-style-type: none"> Direct and coordinate ongoing assessment operations Develop a site safety plan and coordinate with the safety officer to ensure the safety of responders, including establishing perimeters and control zones (hot, warm, cold) Implement appropriate safety precautions when approaching and working at a WMD/HazMat incident site Implement preliminary and secondary public protective actions (PPA) as decided by Incident Command (IC) Communicate rescue operations with law enforcement personnel and emergency medical services (EMS) providers Coordinate and control the communication process, including providing information to Federal, State, and local officials, the media, and the public Assess conditions, identify the at-risk populations, and determine the viability and priorities for rescue operations
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Rescue the Victims	Control the hazard
<ol style="list-style-type: none"> Determine the nature and set priorities to conduct rescue operations for victims within the hot zone Identify entry and exit points for rescue, and stabilize as necessary Conduct extraction operations to free trapped victims Visually scan operating areas before moving victims Direct ambulatory victims toward designated exit points Coordinate with law enforcement to ensure safety of rescuers Coordinate rescue operations with immediate contain and confine operations 	<ol style="list-style-type: none"> Conduct safe and effective contain and confine tactical operations to secure the product/agent/contamination source

<ol style="list-style-type: none"> Monitor effectiveness of PPA's Ensure rescuers don appropriate PPE prior to conducting rescue Coordinate with Safety Officer to monitor and control operating time of rescue personnel operating within the hot zone Coordinate with decontamination teams to ensure that all exposed rescue personnel receive technical decontamination Coordinate rescue operations with law enforcement to ensure safety of rescuers Coordinate rescue tactical operations with firefighting/fire protection stand-by 	<ol style="list-style-type: none"> Monitor effectiveness of contain and confine tactics until completion of operations
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WMD/HazMat Response Team (Type I, II, or III)	WMD/HazMat Response Team (Type I, II, or III)	WMD/HazMat Response Team (Type I, II, or III)	WMD/HazMat Response Team (Type I, II, or III)	WMD/HazMat Response Team (Type I, II, or III)
hazard response team (Type I, II, or III)	hazard response team (Type I, II, or III)	hazard response team (Type I, II, or III)	hazard response team (Type I, II, or III)	hazard response team (Type I, II, or III)
Ensure the ability to begin decontaminating 1,200 victims from each of 3 separate/simultaneous WMD/HazMat events/incidents by responding to each with HazMat trained and equipped personnel between 10 and 30 minutes.	Ensure the ability to begin decontaminating 1,200 victims from each of 2 separate/simultaneous WMD/HazMat events/incidents by responding to each with HazMat trained and equipped personnel between 10 and 60 minutes.	Ensure the ability to begin decontaminating 600 victims from a WMD/HazMat event/incident by responding with HazMat trained and equipped personnel between 10 and 60 minutes.	Ensure the ability to begin decontaminating 300 victims from a WMD/HazMat event/incident by responding with HazMat trained and equipped personnel between 10 and 60 minutes.	Ensure the ability to begin decontaminating 120 victims from a WMD/HazMat event/incident by responding with HazMat trained and equipped personnel between 10 and 60 minutes.

Resource typed team or mission package to be developed and incorporated into the Performance Objective

A Target Capability comprises three charts: Classes, Target Outcomes, and Resource Elements



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Chart #1: Classes

- Jurisdictions or groups of jurisdictions are initially grouped into classes based on primary risk factors, such as population and infrastructure (avoids “one size fits all”)
- Jurisdictions may adjust their class designation based upon additional risk factors, as appropriate
- A jurisdiction may align to a different class for each capability depending on their unique characteristics
- Risk factors may differ for each *Target Capability* as appropriate

Chart #2: Target Outcomes

- Defines the “critical few” performance objectives for each capability that are measurable and outcome-focused
- Metrics are graduated by class
- Metrics utilize defined resource types or standards as much as possible
- Users can determine how best to accomplish the desired outcome based on their particular needs and resources (capability-based planning)

Chart #3: Resource Elements

- Guidance on plans, personnel/teams, equipment, training, and exercises to help meet and measure Target Outcomes – each jurisdiction or entity determines ‘how’ to achieve a target capability
- Identifies laws, standards, policies, and doctrine applicable to the capability
- Helps link the performance of activities along the preparedness cycle (e.g., assessments, planning guidance, exercise evaluation guides)

Common Impact questions from the TCL Update

- Individual capabilities will be implemented on a rolling basis as they are developed until the entire TCL is updated
- There are no new requirements on State, Tribal or local governments. TCL updates will be reflected within existing federal preparedness programs (e.g., grant investment justifications, planning guidance, exercise evaluation guides, assessments)
- The TCL provides guidance for building and measuring capabilities, it is not meant to prescribe how to perform operations, to be viewed as a standard, or to be viewed as an assessment tool
- Entities are not expected to deliver a capability by itself – rather it is anticipated for capabilities to be met through mutual aid and regional collaboration.



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Additional Capabilities Under Development

Intelligence (*almost complete*)

Planning

Communication

Risk Management

Community Preparedness

Counter Terror Investigation and Law Enforcement

Critical Infrastructure Protection

Epidemiological Surveillance and Investigation

Critical Resource Logistics and Distribution

Responder Safety and Health

Emergency Public Safety and Security

Animal Disease Emergencies (*almost complete*)

Fire Incident Response Support

Isolation and Quarantine

Emergency Triage and Pre-Hospital Treatment

Medical Surge

Mass Prophylaxis

Mass Care

Structural Damage Assessment

CBRNE Detection

Explosive Device Response Operations

Continuity (new)

Mitigation (new)



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Next Steps (public health/medical/EMS capabilities)

- Coordinated partnership formed with HHS, DHS Office of Health Affairs, FEMA Grant Programs Directorate, NIMS Working Groups, Johns Hopkins PACER, and other entities to develop and vet drafts
- Synchronize the identification of goals and measures to fulfill the MMRS program requirements
- With HHS and OHA as the lead federal offices with subject matter expertise, identify technical working group members and begin the drafting process
- Circulate mature drafts broadly for review and comment
- Adjudicate comments with the technical working group and begin formal review and comment process



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Next Steps

FY 2009

- Finalize updates to 6 *Target Capabilities* (4 already circulated for review and comment.
 - Feedback is being sought from:
 - State and local agencies through the FEMA Regions
 - National Advisory Council
 - National Homeland Security Consortium and other associations
 - National Council on Disability
 - Federal ESF Coordinators and Primary ESF Support Agencies
 - Comments will be adjudicated with federal partner offices and agencies, NIMS Resource Typing Work Groups and Regional representatives prior to a posting upon the Federal Register for formal review
- Develop at least 12 additional draft *Target Capabilities* for review

FY 2010

- Update the remaining 37 *Target Capabilities*
- Issue finalized Capabilities on a rolling basis to replace their corresponding 2.0 Capabilities



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Contact Information

Please forward comments or suggestions to TCL@DHS.GOV, or contact us at:

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