

# Managing the Emergency Consequences of Terrorist Incidents

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INTERIM PLANNING GUIDE FOR  
STATE AND LOCAL GOVERNMENTS



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Federal Emergency Management Agency  
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## FOREWORD

The guidance included in *Managing the Emergency Consequences of Terrorist Incidents: A Planning Guide for State and Local Governments* was originally produced in April 2001 as Attachment G to Chapter 6 of the *Guide for All-Hazard Emergency Operations Planning, State and Local Guide (SLG) 101*. In the months following its publication, planners throughout the nation used it as a basis for developing Terrorism Incident Appendices to Emergency Operations Plans.

The terrorist attacks of September 11, 2001, on the World Trade Center in New York and the Pentagon in Washington, D.C., and the ensuing anthrax attacks provided an opportunity to gauge the validity of planning assumptions and to gain a perspective on issues and protocols that need to be incorporated into the planning process. The updated guidance in this document includes insights gained from interviews with responders and emergency managers involved in the response to the September 11 attacks, the anthrax attacks, the 1995 bombing of the Murrah Federal Building, and the 1999 shootings at Columbine High School in Littleton, Colorado. The interviews underscored the validity of the statement by President Dwight D. Eisenhower that “plans are useless, but planning is indispensable.”

The guidance in this document is designed to provide State and local emergency management planners:

- A framework for developing supplemental emergency operations plans adequate for addressing the consequences of a terrorist act involving weapons of mass destruction.
- A consistent planning approach that will foster efficient integration of State, local, and Federal terrorism consequence management activities.
- The most current information regarding the planning and operational challenges faced by communities that have dealt with terrorist events.

While the April 2001 guidance provided a starting point, recent reviews of the guidance suggest a number of additional areas that should be considered as part of the State and local planning process. One participant in the response to the World Trade Center attack offered this advice to emergency planners: “Think big; remember the victims’ families and the dislocated; and understand the Federal role.” Other insights from the interviews and comments from review of the guidance suggest State and local planners should consider the following elements:

- Flexibility
    - Terrorists thrive on elements of surprise
    - Planners must consider the unthinkable as possible—not simply plan for what has happened in the past
  - Coordination
    - Regional approach to planning process
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- Coordination of local plans with adjacent jurisdictions, with State plans, and with Federal plans
- Inclusion of nontraditional partners and organizations, such as occupational health and safety organizations, the U.S. Postal Service, and others
- Communications
  - Use of interoperable, backbone communications systems that provide open but secure communication among all response elements
- Contingencies
  - Personnel protection
  - Alternate emergency facilities
  - Loss of emergency responders
  - Loss of key leadership personnel
- Emergency public information and media relations procedures
  - Terrorist events are highly visible and attract large numbers of national and international media
- Integration of Federal assets into local response
  - Systems and protocols for requesting Federal assets
  - Understanding the scope of Federal assistance
  - Strategies for incorporating Federal assets
- Support services
  - Large influxes of volunteers
  - Procedures for credentialing
  - International visitors
  - Family services
  - Mental health issues

The updated guidance is structured to raise awareness of these considerations. It also includes new sections on planning for the consequences of attacks that impact infrastructure, including cyber systems; on planning for emergency public information; and updated information about Federal programs and Web sites that have been added or changed since September 11, 2001.

A final consideration — in keeping with Eisenhower’s claim — is that the planning process cannot move beyond theory until the plans are tested. Without testing, it is very difficult to know whether the process has resulted in plans that will function operationally. Detailed consideration of this issue is outside the scope of this document, but in general, testing should consist of periodic exercises that go beyond table-top exercises to include mobilization of operations center staff and communications with field personnel.

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## ACKNOWLEDGMENTS

*Managing the Emergency Consequences of Terrorist Incidents: A Planning Guide for State and Local Governments* is the result of collaboration and input from experts in the field of emergency operations planning and response to terrorist events involving weapons of mass destruction. The updated guidance in this document incorporates the most current information about Federal programs related to consequence management and addresses operational challenges faced by responders to the terrorist attacks of September 11, 2001, on the World Trade Center (WTC) in New York and the Pentagon near Washington, D.C.

Interviews were conducted with more than twenty representatives of Federal, State, and local organizations that were involved in the response to recent incidents. The interviewees were extremely generous with their time, and their efforts and insights are very much appreciated. The following organizations provided information:

- Arlington County, Virginia (Pentagon response)
- City of Littleton, Colorado (Columbine response)
- District of Columbia Emergency Management Agency (Pentagon response)
- Mayor's Office of Emergency Management, City of New York (WTC response)
- New Jersey State Police (WTC response)
- New York State Emergency Management Organization (WTC response)
- Town of Parker, Colorado (Oklahoma City response)
- U.S. Army, Fort Meade, Maryland (Pentagon response)
- United States Fire Academy
- Virginia Department of Emergency Management (Pentagon response)

We also appreciate the assistance provided by the National Emergency Management Association, the International Association of Emergency Managers, the International City/County Managers Association, and the Federal departments and agencies that contributed to the development of this document, including the Departments of Defense, Energy, Agriculture, Health and Human Services, Justice, and Veterans Affairs; the Environmental Protection Agency; and the Nuclear Regulatory Commission.

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## MANAGING THE EMERGENCY CONSEQUENCES OF TERRORIST INCIDENTS: A PLANNING GUIDE FOR STATE AND LOCAL GOVERNMENTS

### A. PURPOSE

This guide is designed to aid State and local emergency planners in developing and maintaining a Terrorist Incident Appendix (TIA) to an Emergency Operations Plan (EOP) for managing the consequences of terrorist incidents that involve weapons of mass destruction (WMD)<sup>1</sup> and other terrorism hazards. As demonstrated by the terrorist attacks on New York City and Washington, D.C., on September 11, 2001, it is now evident that the potential scope of destruction is limited only by terrorists' imagination.

Given the creativity of those committed to carrying out acts of terrorism, planners are being challenged to “think outside the box”—to plan for responding to the unimaginable. This guide responds by asking planners to consider a broad range of terrorist incidents, including assaults on infrastructure and electronic information systems that could result in consequences affecting human life, health, and safety.

State and local governments have primary responsibility in planning for and managing the consequences of a terrorist incident using available resources in the critical hours before Federal assistance can arrive. In its capacity as the lead agency responsible for coordinating the Federal aspects of consequence management, the Federal Emergency Management Agency (FEMA) has prepared this guide as a means of outreach to State and local governments that may request Federal assistance in responding to the consequences of terrorist incidents.

The information presented in this guide should raise awareness of potential challenges and help planners develop a TIA that facilitates quick integration of the Federal, State, and local responses. The TIA resulting from this guidance should supplement existing State and local EOPs. A suggested format for a TIA is shown in Tab A. Some potential participants in the planning process are identified in Tab B.

Federal departments and agencies have developed plans and capabilities for an integrated Federal response to terrorist incidents. This document summarizes that response for State and local planners. Additional information is provided in the Federal Response Plan (FRP), including its Terrorism Incident Annex, and the United States Government Interagency Domestic Terrorism Concept of Operations Plan (CONPLAN; <http://www.fema.gov/r-n-r/conplan/>).<sup>2</sup>

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<sup>1</sup> Definitions of terms and acronyms used in this document are given in Tabs J and K, respectively.

<sup>2</sup> The FRP and CONPLAN establish policy and guidance concerning how the Federal government would respond to a potential or actual terrorist threat or incident, particularly one involving WMD. The concept of operations guidance provided in this document similarly focuses on WMD response, which would require coordination with the broadest cross section of Federal departments and agencies.

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While primarily intended for the use of planners, this guide contains information that may be of value to first responders. Planners should consider whether, and how best, to incorporate such information into their plans, procedures, and training materials for first responders.

1. **State and Local Role.** This guide is designed to provide background information and a process for both State and local planners. However, it also recognizes the interrelations and unique roles and responsibilities of local and State governments, including the following:

#### **Local**

- First response (911 dispatch, police, fire, hazmat, EMS)
- Incident Command
- Warning and evacuation
- Situation assessment
- Local agency coordination
- Identification of requirements exceeding local capabilities
- Requests for mutual aid
- Requests for State assistance

#### **State**

- Assistance to supplement local efforts
  - Coordination among state agencies
  - Governors' unique authority to
    - Issue State Emergency Declaration
    - Mobilize State National Guard
    - Redirect State resources
  - Requests for mutual aid
  - Requests for Federal assistance
2. **Planning Process.** The process for developing a Terrorism Incidence Appendix is similar to that used for developing other emergency operations plans. As is the case for these other plans, the terrorism planning process must, if possible, begin before an emergency and prior to any planned special event that could be subject to terrorist attack. Planners are urged to use this guidance promptly to maximize their available time to either refine elements of existing terrorism response plans and procedures or develop new elements based upon the information provided here.

Traditionally, the planning process has consisted of the following six phases:

- (1) **Initiation**
    - Start-up meetings
    - Division of tasks
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- Identification of response needs and available resources to meet those needs
  - Establishment of timetables and milestones
- (2) Concept development
  - (3) Plan development
  - (4) Plan review
  - (5) Development of supporting plans, procedures, and materials
  - (6) Validation of plans using tabletop, functional, and full-scale exercises

However, given the unusually intense, treacherous, and multifaceted nature of terrorist attacks, a seventh phase is recommended here:

- (7) Thorough coordination of plans, internally and externally

Each local agency should carefully compare plans for the various response functions within that agency and revise the plans, if necessary, to remove any discrepancies. This step will help prevent disconnects between vital functions that support one another and help ensure that each does what the others expect on a timely basis. Similarly, the various departments and agencies within a local jurisdiction (e.g., police, fire, and medical operations) should also compare their plans, focusing on issues of consistency and coordination. Again, this review will help ensure that each organization does what the others expect, when they expect it.

Such reviews are especially important in planning for response to a major terrorist incident, since a local jurisdiction is likely to be aided during the response by neighboring communities, its own and neighboring counties, and its own and possibly neighboring states. Therefore, consistency and coordination reviews, both internal and external, can be very valuable for the protection of citizens and infrastructures throughout the affected area.

## **B. TERRORISM HAZARDS**

The TIA should identify and discuss the nature of the terrorist hazard(s). The hazard may be WMD (including conventional explosives, secondary devices, and combined hazards) or other means of attack (including low-tech devices and delivery, attacks on infrastructure, and cyber terrorism).

1. **WMD Hazard Agents.** Weapons of mass destruction are defined as any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals; disease organisms; radiation or radioactivity; or explosion or fire (see Tab J for the statutory definition). At least two important considerations distinguish these hazards from other types of terrorist tools. First, in the case of chemical, biological, and radioactive agents, their presence may not be immediately obvious, making it difficult to determine when and where they have been released, who has been exposed, and what danger is present for first responders and medical technicians. Second, although there is a sizable body of
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research on battlefield exposures to WMD agents, there is limited scientific understanding of how these agents affect civilian populations.

- a. **Chemical.** Chemical agents are intended to kill, seriously injure, or incapacitate people through physiological effects. A terrorist incident involving a chemical agent will demand immediate reaction from emergency responders—fire departments, police, hazardous materials (HazMat) teams, emergency medical services (EMS), and emergency room staff—who will need adequate training and equipment. Hazardous chemicals, including industrial chemicals and agents, can be introduced via aerosol devices (e.g., munitions, sprayers, or aerosol generators), breaking containers, or covert dissemination. Such an attack might involve the release of a chemical warfare agent, such as a nerve or blister agent or an industrial chemical, which may have serious consequences. Some indicators of the possible use of chemical agents are listed in Table 1. Early in an investigation, it may not be obvious whether an outbreak was caused by an infectious agent or a hazardous chemical; however, most chemical attacks will be localized, and their effects will be evident within a few minutes. There are both persistent and nonpersistent chemical agents. Persistent agents remain in the affected area for hours, days, or weeks. Nonpersistent agents have high evaporation rates, are lighter than air, and disperse rapidly, thereby losing their ability to cause casualties after 10 to 15 minutes, although they may be more persistent in small, unventilated areas.

**Table 1. General Indicators of Possible Chemical Agent Use**

<b>Stated Threat to Release a Chemical Agent</b>
<b>Unusual Occurrence of Dead or Dying Animals</b> <ul style="list-style-type: none"> <li>• For example, lack of insects, dead birds</li> </ul>
<b>Unexplained Casualties</b> <ul style="list-style-type: none"> <li>• Multiple victims</li> <li>• Surge of similar 911 calls</li> <li>• Serious illnesses</li> <li>• Nausea, disorientation, difficulty breathing, or convulsions</li> <li>• Definite casualty patterns</li> </ul>
<b>Unusual Liquid, Spray, Vapor, or Powder</b> <ul style="list-style-type: none"> <li>• Droplets, oily film</li> <li>• Unexplained odor</li> <li>• Low-lying clouds/fog unrelated to weather</li> </ul>
<b>Suspicious Devices, Packages, or Letters</b> <ul style="list-style-type: none"> <li>• Unusual metal debris</li> <li>• Abandoned spray devices</li> <li>• Unexplained munitions</li> </ul>

- b. **Biological.** Recognition of a biological hazard can occur through several methods, including identification of a credible threat, discovery of bioterrorism evidence (devices, agent, clandestine lab), diagnosis (identification of a disease caused by an agent identified as a possible bioterrorism agent), and detection (gathering and interpretation of public health surveillance data).

When people are exposed to a pathogen such as anthrax or smallpox, they may not know that they have been exposed, and those who are infected, or subsequently become infected, may not feel sick for some time. This delay between exposure and onset of illness, the incubation period, is characteristic of infectious diseases. The incubation period may range from several hours to a few weeks, depending on the exposure and pathogen. Unlike acute incidents involving explosives or some hazardous chemicals, the initial detection and response to a biological attack on civilians is likely to be made by direct patient care providers and the public health community.

Terrorists could also employ a biological agent that would affect agricultural commodities over a large area (e.g., wheat rust or a virus affecting livestock), potentially devastating the local or even national economy. The response to agricultural bioterrorism should also be considered during the planning process.

Responders should be familiar with the characteristics of the biological agents of greatest concern for use in a bioterrorism event (see Tab D for resources). Unlike victims of exposure to chemical or radiological agents, victims of biological agent attack may serve as carriers of the disease with the capability of infecting others (e.g., smallpox, plague). Some indicators of biological attack are given in Table 2.

**Table 2. General Indicators of Possible Biological Agent Use**

<b>Stated Threat to Release a Biological Agent</b>
<b>Unusual Occurrence of Dead or Dying Animals</b>
<b>Unusual Casualties</b> <ul style="list-style-type: none"> <li>• Unusual illness for region/area</li> <li>• Definite pattern inconsistent with natural disease</li> </ul>
<b>Unusual Liquid, Spray, Vapor, or Powder</b> <ul style="list-style-type: none"> <li>• Spraying; suspicious devices, packages, or letters</li> </ul>

- c. **Nuclear/Radiological.** The difficulty of responding to a nuclear or radiological incident is compounded by the nature of radiation itself. In an explosion, the fact that radioactive material was involved may or may not be obvious, depending upon the nature of the explosive device used. The presence of a radiation hazard is difficult to ascertain, unless the responders have the proper detection equipment and have been trained to use it properly. Although many detection devices exist, most are designed to detect specific types and levels of

radiation and may not be appropriate for measuring or ruling out the presence of radiological hazards. Table 3 lists some indicators of a radiological release.

**Table 3. General Indicators of Possible Nuclear Weapon/Radiological Agent Use**

<b>Stated Threat to Deploy a Nuclear or Radiological Device</b>
<b>Presence of Nuclear or Radiological Equipment</b> <ul style="list-style-type: none"> <li>• Spent fuel canisters or nuclear transport vehicles</li> </ul>
<b>Nuclear Placards/Warning Materials Along with Otherwise Unexplained Casualties</b>

The scenarios constituting an intentional nuclear/radiological emergency include the following:

- (1) Use of an **improvised nuclear device (IND)** includes any explosive device designed to cause a nuclear yield. Depending on the type of trigger device used, either uranium or plutonium isotopes can fuel these devices. While “weapons-grade” material increases the efficiency of a given device, materials of less than weapons grade can still be used.
  - (2) Use of a **radiological dispersal device (RDD)** includes any explosive device utilized to spread radioactive material upon detonation. Any improvised explosive device could be used by placing it in close proximity to radioactive material.
  - (3) Use of a **simple RDD** that spreads radiological material without the use of an explosive. Any nuclear material (including medical isotopes or waste) can be used in this manner.
- d. **Conventional Explosives and Secondary Devices.** The easiest to obtain and use of all weapons is still a conventional explosive device, or improvised bomb, which may be used to cause massive local destruction or to disperse chemical, biological, or radiological agents. The components are readily available, as are detailed instructions on constructing such a device. Improvised explosive devices are categorized as being explosive or incendiary, employing high or low filler explosive materials to explode and/or cause fires. Explosions and fires also can be caused by projectiles and missiles, including aircraft used against high-profile targets such as buildings, monuments, and special events. Bombs and firebombs are cheap and easily constructed, involve low technology, and are the terrorist weapon most likely to be encountered. Large, powerful devices can be outfitted with timed or remotely triggered detonators and can be designed to be activated by light, pressure, movement, or radio transmission. The potential exists for single or multiple bombing incidents in single or multiple

municipalities. Historically, less than five percent of actual or attempted bombings were preceded by a threat. Explosive materials can be employed covertly with little signature and are not readily detectable. Secondary explosive devices may also be used as weapons against responders and the public in coincident acts. Other diversionary events or attacks could also be aimed at responders.

- e. **Combined Hazards.** WMD agents can be combined to achieve a synergistic effect—greater in total effect than the sum of their individual effects. They may be combined to achieve both immediate and delayed consequences. Mixed infections or toxic exposures may occur, thereby complicating or delaying diagnosis. Casualties of multiple agents may exist; casualties may also suffer from multiple effects, such as trauma and burns from an explosion, which exacerbate the likelihood of agent contamination. Attacks may be planned and executed so as to take advantage of the reduced effectiveness of protective measures produced by employment of an initial WMD agent. Finally, the potential exists for multiple incidents in single or multiple municipalities.
2. **Other Terrorism Hazards.** Planners also need to consider the possibility of unusual or unique types of terrorist attacks previously not considered likely.<sup>3</sup> Although it is not realistically possible to plan for and prevent every conceivable type of terrorist attack, planners should anticipate that future terrorism attempts could range from simple, isolated attacks to complex, sophisticated, highly coordinated acts of destruction using multiple agents aimed at one or multiple targets. Therefore, the plans developed for terrorist incidents must be broad in scope yet flexible enough to deal with the unexpected. These considerations are particularly important in planning to handle the consequences of attacks using low-tech devices and delivery, assaults on public infrastructure, and cyber terrorism. In these cases, the training and experience of the responders may be more important than detailed procedures.
    - a. **Low-Tech Devices and Delivery.** Planning for the possibility of terrorist attacks must consider the fact that explosives can be delivered by a variety of methods. Most explosive and incendiary devices used by terrorists would be expected to fall outside the definition of a WMD. Small explosive devices can be left in packages or bags in public areas for later detonation, or they can be attached directly to a suicide bomber for detonation at a time and place when and where the terrorist feels that maximum damage can be done. The relatively small size of these explosive devices and the absence of specific security measures in most areas make these types of terrorist attacks extremely difficult to prevent. Small explosive devices can also be brought onto planes, trains, ships, or buses, within checked bags or hand carried. Although present airline security measures minimize the possibility of explosives being brought on board airliners, planners will need to consider the level of security presently employed

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<sup>3</sup> Prior to the World Trade Center attack, the use of multiple commercial airliners with full fuel loads as explosive, incendiary devices in well-coordinated attacks on public and governmental targets, was not considered a likely terrorist scenario.

on ships, trains, and buses within their jurisdictions. Larger quantities of explosive materials can be delivered to their intended target area by means of car or truck bombs. Planners need to consider the possible need to restrict or prohibit vehicular traffic within certain distances of key facilities identified as potential terrorist targets. Planners may also need to consider the possible use of concrete barriers to prevent the forced entry of vehicles into restricted areas.

- b. **Infrastructure Attacks.** Potential attacks on elements of the nation's infrastructure require protective considerations. Infrastructure protection involves proactive risk management actions taken to prevent destruction of or incapacitating damage to networks and systems that serve society, according to the 1997 report of the President's Commission on Critical Infrastructure Protection. This commission was formed in 1996 to evaluate the vulnerability to disruption of the nation's infrastructures, including electric power, oil and natural gas, telecommunications, transportation, banking and finance, and vital government services. The commission's report, issued in October 1997, concluded, "Waiting for disaster is a dangerous strategy. Now is the time to act to protect our future."

Infrastructure protection often is more focused on security, deterrence, and law enforcement than on emergency consequence management preparedness and response. Nevertheless, planners must develop contingencies and plans in the event critical infrastructures are brought down as the result of a terrorist incident.

Presidential Decision Directive 63 was issued in May 1998. It established the Critical Infrastructure Assurance Office (CIAO) and outlined steps to be taken to protect critical infrastructures from disruptions that could have serious public health and safety, economic, or national security impacts.

Among other things, the Directive called on the Federal government to engage in "close cooperation and coordination with state and local governments ... for a robust and flexible infrastructure protection program." A number of resources are available to State and local planners, most notably through CIAO and the Federal Bureau of Investigation's (FBI's) National Infrastructure Protection Center (NIPC).

- c. **Cyber Terrorism.** Cyber terrorism involves the malicious use of electronic information technology to commit or threaten to commit acts dangerous to human life, or against a nation's critical infrastructures in order to intimidate or coerce a government or civilian population to further political or social objectives (FBI NIPC, Congressional testimony, August 29, 2001). As with other critical infrastructure guidance, most cyber protection guidance focuses on security measures to protect computer systems against intrusions, denial of
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service attacks, and other forms of attack rather than addressing issues related to contingency and consequence management planning.<sup>4</sup>

However, emergency management planning efforts for the year 2000 (Y2K) transition provided a real-world exercise and a prototype for developing and implementing systems to respond to the consequences of massive computer outages. FEMA's Y2K guidance, *Contingency and Consequence Management Planning for Year 2000 Conversion: A Guide for State and Local Emergency Managers* (<http://www.fema.gov/y2k/ccmp.htm>), is relevant for developing contingency and consequence management plans for cyber terrorism. Jurisdictions that developed plans for the Y2K transition have an excellent start in planning for the consequences of cyber terrorism because they have contingencies to handle interruptions and plans to restore critical services.

FEMA's Y2K guidance also promotes interdepartmental planning efforts to ensure that key agencies have both their own consequence management plans as well as a coordinated overall plan. Cross-jurisdictional planning efforts among State, county, community, and private-sector jurisdictions and organizations are recommended.

The FEMA Y2K guidance includes a list of selected Federal and State Web sites that can provide additional guidance for responding to systems outages resulting from computer failures due to cyber terrorism.

## C. SITUATION AND ASSUMPTIONS

1. **Situation.** The situation section of a TIA should discuss what constitutes a potential or actual terrorist incident. It should present a concise, clear, and accurate overview of potential events and discuss a general concept of operations for response. Any information already included in the EOP need not be duplicated in the TIA but should be referenced. The situation overview should include as much information as possible that is unique to terrorism response actions, including the suggested elements listed in Table 4.

State and local planners need to consider the possibility of unusual or unique types of terrorist attacks in addition to those that have occurred in the past. Planners need to think creatively about possible scenarios and response needs. The plans developed for terrorist incidents must be comprehensive in scope yet flexible enough to deal with the unexpected.

Terrorism emergency response planning should include provisions for working with Federal crisis and consequence management agencies. The key to successful emergency response involves smooth coordination among multiple agencies and

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<sup>4</sup> See Web sites for organizations such as the nation's Critical Infrastructure Assurance Office (CIAO) <http://www.ciao.gov>, and the National Infrastructure Protection Center (NIPC), <http://www.nipc.gov>.

**Table 4. Suggested Emergency Operations Plan Elements**

<b>Maps</b>	<ul style="list-style-type: none"> <li>• Use detailed, current maps and charts.</li> <li>• Include demographic information.</li> <li>• Use natural and manmade boundaries and structures to identify risk areas.</li> <li>• Annotate evacuation routes and alternatives.</li> <li>• Annotate in-place sheltering locations.</li> <li>• Use geographic information systems (GISs) and analytical tools (e.g., the Consequence Assessment Tool Set [CATS]) as appropriate.</li> </ul>
<b>Environment<sup>a</sup></b>	<ul style="list-style-type: none"> <li>• Determine response routes and times.</li> <li>• Include bodies of water with dams or levees (these could become contaminated).</li> <li>• Specify special weather and climate features that could alter the effects of a WMD (strong winds, heavy rains, etc.).</li> </ul>
<b>Population<sup>b</sup></b>	<ul style="list-style-type: none"> <li>• Identify those most susceptible to WMD effects or otherwise hindered or unable to care for themselves.</li> <li>• Identify areas where large concentrations of the population might be located, such as sports arenas and major transportation centers.</li> <li>• List areas that may include retirement communities.</li> <li>• Note locations of correctional facilities.</li> <li>• Note locations of hospitals/medical centers/schools/day care centers where multiple evacuees may need assistance.</li> <li>• Identify non-English-speaking populations.</li> </ul>
<b>Regional</b>	<ul style="list-style-type: none"> <li>• Identify multijurisdictional perimeters and boundaries.</li> <li>• Identify potentially overlapping areas for response.</li> <li>• Identify rural, urban, suburban, and city (e.g., city-sprawl/surroundings) mutual risk areas.</li> <li>• Identify mutual aid resources from adjoining municipalities.</li> <li>• Identify terrorism-specific resources from adjoining municipalities.</li> <li>• Identify specific or unique characteristics such as interchanges, choke points, traffic lights, traffic schemes and patterns, access roads, tunnels, bridges, railroad crossings, and overpasses and/or cloverleaves.</li> </ul>
<b>Resources</b>	<ul style="list-style-type: none"> <li>• Identify mutual aid resources.</li> <li>• Identify terrorism-specific resources.</li> </ul>

<sup>a</sup> The Environmental Protection Agency (EPA) will work with local and State officials on environmental planning issues.

<sup>b</sup> The Department of Veterans Affairs (VA), in close cooperation with the Department of Health and Human Services (HHS), will work with State and local officials on these issues.

officials from various jurisdictions regarding all aspects of the response. Because of the need to interact with a wide range of organizations and individuals within these organizations, up-to-date directories of the points of contact need to be maintained in the course of planning. It is important that those directories be regularly updated to reflect changes in personnel and telephone numbers. While assistance from Federal agencies will be needed in a terrorist incident, planning by State and local jurisdictions should take into account the difficulty that can be experienced in incorporating the Federal resources into the initial local response. Coordination among State, local, and Federal officials should take place well in advance of events that could be targeted so that all response organizations clearly understand the responsibilities of each organization and how they will be integrated.

2. **Potential Targets.** In determining the risk areas within a jurisdiction (and in multiple jurisdictions participating in an emergency response), the vulnerabilities of potential targets should be identified, and the targets themselves should be prepared to respond to a WMD incident. In-depth vulnerability assessments are needed for determining a response to such an incident. For examples of vulnerability areas to be considered, see Tab F. In addition, reference Risk Management Plans and Emergency Planning and Community Right-to-Know Act (EPCRA) Plans, which include potential target areas and information on industrial chemical facilities, can be obtained from the area's Local Emergency Planning Committee (LEPC). (LEPC contacts are listed at <http://www.epa.gov/ceppo/lepclist.htm>.)

Various criteria may be used in determining the vulnerability of facilities to terrorist attack. These include factors such as population, accessibility, criticality to everyday life, economic impact, and symbolic value. In evaluating the vulnerability of facilities, State and local planners need to consider the existing security measures in place and the need, if any, to upgrade security.

In addition, the FBI has a standard vulnerability assessment paradigm that can be used for evaluating the vulnerabilities of potential targets. Planners should also be aware that once target lists and vulnerability information are developed, careful decisions must be made regarding security considerations for handling this information based upon applicable State and Federal law regarding confidentiality and public information. Even where laws do not require strict confidentiality, planners should apply common sense regarding whether information that could be useful to terrorists should be made available on the Web or distributed widely in other ways (see also the discussions of critical infrastructure protection [Section B.2] and special events [Tab I]).

3. **Initial Warning.** While specific events may vary, the emergency response and the protocol followed should remain consistent. When an overt WMD incident has occurred, the initial call for help will likely come through the local 911 center. This caller may or may not identify the incident as a terrorist incident, but may state only that there was an explosion, a major "accident," or a mass casualty event. Information relayed through the dispatcher prior to arrival of first responders on scene, as well as
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the initial assessment, will provide first responders with the basic data to begin responding to the incident. With increased awareness and training about terrorist incidents, first responders should recognize that a terrorist incident has occurred. The information provided in this document applies where it becomes obvious or strongly suspected that an incident has been intentionally perpetrated to harm people, compromise the public's safety and well-being, disrupt essential government services, or damage the area's economy or environment.

Planners need to be aware of the likely occurrence of false warnings or hoaxes (bomb threats, simulated anthrax powder, etc.). Since these cannot be ignored, they must be investigated, resulting in wasted resources and psychological stress. Planners should develop procedures and training to deal with such threats.

4. **Initial Detection.** The initial detection of a WMD terrorist attack will likely occur at the local level by either first responders or private entities (hospitals, corporations, etc.). Consequently, first responders, the business community, and members of the medical community—both public and private—should be trained to identify hazardous agents and to take appropriate actions. State and local health departments, as well as local emergency first responders, will be relied upon to identify unusual symptoms, patterns of symptom occurrence, and any additional cases of symptoms as the effects spread throughout the community and beyond.

The detection of a terrorism incident involving covert biological agents (as well as some chemical agents) will most likely occur through the recognition of similar symptoms or syndromes by clinicians in hospital or clinical settings. Detection of biological agents could occur days or weeks after exposed individuals have left the site of the release. Detection will occur at public health facilities receiving unusual numbers of patients, the majority of whom will self-transport. Similarly, a biological attack aimed at agricultural assets might first be detected by veterinarians or agricultural inspectors.

First responders must be protected from the hazard prior to treating victims. Planning for response to terrorist acts must include provisions for appropriate personal protective equipment for emergency responders, especially first responders. This equipment should include protective clothing and respirators with high-efficiency particulate air (HEPA) filters. Detection equipment for chemical, biological, nuclear, or explosive materials will assist in identifying the nature of a potential hazard. State and local planners should determine the present availability of this protective and detection equipment within their jurisdictions, determine if additional resources would be needed to adequately protect their first responders, and identify the funding needs to upgrade their resources, if needed. Tab E contains an overview of first responder concerns and indicators related to chemical, biological, nuclear/radiological, and explosive/incendiary incidents.

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5. **Release Area.** Standard models are available for estimating the effects of a nuclear, chemical, or biological release, including the area affected and consequences to population, resources, and infrastructure. Some of these models include databases on infrastructure that can be useful in preparing the TIA. A good source of information on available Federal government models is the *Directory of Atmospheric Transport and Diffusion Consequence Assessment Models*, published by the Office of the Federal Coordinator for Meteorology (OFCM). The directory is available both in print and online on OFCM's web page, <http://www.ofcm.gov> (select "Publications," then "Publications Available Online," then the directory). The directory includes information on the capabilities and limitations of each model, technical requirements, and points of contact.

Analogous to the area affected by a nuclear, biological, or chemical release is the area impacted by an explosive device. Models are also available for estimating the blast effects at various distances for various quantities of explosive material. These models can be useful in preparing the TIA, especially in regard to determining minimum setback distances from a potential vehicle bomb to a vulnerable facility or structure. If a specific minimum distance cannot practically be maintained, then the planning effort may need to consider the cost and effectiveness of facility hardening to mitigate the effects of an assumed blast impact. Planners may also consider the removal or modification of window areas.

6. **Investigation and Containment of Hazards.** Local first responders will provide initial assessment or scene surveillance of a hazard caused by an act of WMD terrorism. The proper local, State, and Federal authorities capable of dealing with and containing the hazard should be alerted to a suspected WMD attack as soon as first responders recognize the occurrence of symptoms that are highly unusual or of an unknown cause. Consequently, State and local emergency responders must be able to assess the situation and request assistance as quickly as possible. For a list of Federal departments and agencies with counterterrorism-specific roles, see Tab C; for telephone and online resources from selected organizations, see Tab D.
  7. **Assumptions.** Although situations may vary, planning assumptions remain the same.
    - a. The first responder (e.g., local emergency or law enforcement personnel) or health and medical personnel will in most cases initially detect and evaluate the potential or actual incident, assess casualties (if any), and determine whether assistance is required. If so, State support will be requested and provided. This assessment will be based on warning or notification of a WMD incident that may be received from law enforcement, emergency response agencies, or the public.
    - b. The incident may require Federal support. To ensure that there is one overall Lead Federal Agency (LFA), the Federal Emergency Management Agency (FEMA) is authorized to support the Department of Justice (DOJ) (as delegated to the FBI) until the Attorney General transfers the overall LFA role to FEMA
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(Source: Federal Response Plan [FRP], Terrorism Incident Annex). In addition, FEMA is designated as the lead agency for consequence management within the United States and its territories. FEMA retains authority and responsibility to act as the lead agency for consequence management throughout the Federal response. In this capacity, FEMA will coordinate Federal assistance requested through State authorities using normal FRP mechanisms.

The Office of Homeland Security, established on October 8, 2001, by Executive Order 13228, has a mission to develop and coordinate the implementation of a comprehensive national strategy to secure the United States from terrorist threats or attacks. The Office, when operational, has preparedness and response and recovery coordination functions relevant to state and local EOPs.

- c. Federal response will include experts in the identification, containment, and recovery of WMD (chemical, biological, nuclear/radiological, or explosive).
  - d. Federal consequence management response will entail the involvement of FEMA, additional FRP departments and agencies, and the American Red Cross as required.
  - e. Jurisdictional areas of responsibility and working perimeters defined by local, State, and Federal departments and agencies may overlap. Perimeters may be used to control access to the affected area, target public information messages, assign operational sectors among responding organizations, and assess potential effects on the population and the environment. Control of these perimeters may be enforced by different authorities, which will impede the overall response if adequate coordination is not established.
  - f. Response activities may continue for an extended period of days or weeks. Early emergency responders may be pushed beyond their capabilities, and regional and Federal resources may be needed. The incident will be extensively covered by the media. There may be many volunteer responders and donations of food and material that will require management.
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## D. CONCEPT OF OPERATIONS

The TIA should include a concept of operations section to explain the jurisdiction's overall concept for responding to a WMD incident.<sup>5</sup> Topics should include division of local, State, Federal, and any intermediate interjurisdictional responsibilities; activation of the EOP; and the other elements set forth in Chapter 4 (Basic Plan Content) of State and Local Guide (SLG) 101. A suggested format for a TIA is given in Tab A.

1. **Direction and Control.** Local government emergency response organizations will respond to the incident scene(s) and make appropriate and rapid notifications to local and State authorities (Table 5).<sup>6</sup> Control of the incident scene(s) most likely will be established by local first responders from either fire or police. To assure continuity of operations, it is important that the Incident Command Post be established at a safe location and at a distance appropriate for response to a suspected or known terrorist incident. In addition, in severe terrorist attacks, response operations may last for very long periods, and there may be more leadership casualties due to secondary or tertiary attacks or events. Planning should therefore provide for staffing key leadership positions in depth.

The Incident Command System (ICS) should be used by all responding local fire, police, and emergency management organizations, and all relevant responder personnel should be trained in ICS use to prevent security and coordination problems in a multi-organization response. The ICS that was initially established likely will transition into a Unified Command System (UCS) as mutual-aid partners and State and Federal responders arrive to augment the local responders. It is recommended that local, State, and Federal regional law enforcement officials develop consensus "rules of engagement" early in the planning process to smooth the transition from ICS to UCS.<sup>7</sup> This unified command (UC) structure will facilitate both crisis management and consequence management activities. The UC structure used at the scene will expand as support units and agency representatives arrive to support crisis and consequence management operations. The site of a terrorist incident is a crime scene as well as a disaster scene, although the protection of lives, health, and safety remains the top priority. Because of all of these considerations, as well as logistical control concerns, it is extremely important that this incident site and its perimeter be tightly controlled as soon as possible. See Section F and Tab B regarding considerations in identifying planning participants.

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<sup>5</sup> This section does not address concept of operations planning for consequence management of cyber attacks or terrorist attacks on infrastructure. General considerations regarding these types of attacks are identified in Section B.2.

<sup>6</sup> Table 5 provides an overview of events likely to occur in a WMD incident. It is designed to help planners better understand the interface that State and local response will likely have with Federal response organizations. The table includes both crisis management and consequence management activities that would be operating in parallel and is intended to illustrate the complex constellation of responses that would be involved in a WMD incident.

<sup>7</sup> Developing an effective transition from ICS to UCS can be accomplished most directly with mobilization and mutual aid agreements that connect jurisdictions and emergency service disciplines. Tab H provides information and templates useful for developing mutual aid and other intergovernmental agreements to enhance preparedness.

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**Table 5. Responses to a WMD Incident and the Participants Involved**

Events	Participants
1. Incident occurs.	
2. 911 center receives calls, elicits information, dispatches first responders, relays information to first responders prior to their arrival on scene, makes notifications, and consults existing databases of chemical hazards in the community, as required.	911 Center, first responders.
3. First responders arrive on scene and make initial assessment. Establish Incident Command and set up Command Post in an area that is safe from potential secondary hazards/devices. Determine potential weapon of mass destruction (WMD) incident and possible terrorist involvement; warn additional responders to the scene of potential secondary hazards/devices. Perform any obvious rescues as incident permits. Establish security perimeter and credentialing. Determine needs for additional assistance. Begin triage and treatment of victims. Begin hazard agent identification.	Incident Command: Fire, law enforcement, emergency medical services (EMS), and HazMat unit(s).
4. Incident Command manages incident response; notifies medical facility, emergency management (EM), and other local organizations outlined in Emergency Operations Plan (EOP); requests notification of Federal Bureau of Investigation (FBI) Field Office.	Incident Command.
5. Special Agent in Charge (SAC) assesses information, supports local law enforcement, and determines WMD terrorist incident has occurred. Notifies Strategic Information and Operations Center (SIOC), activates Joint Operations Center (JOC), coordinates the crisis management aspects of WMD incident, and acts as the Federal on-scene manager for the U.S. government while FBI is Lead Federal Agency (LFA).	FBI Field Office: SAC.
6. Local Emergency Operations Center (EOC) activated. Supports Incident Command, as required by Incident Commander (IC). Coordinates consequence management activities (e.g., mass care). Local authorities declare state of emergency. Coordinates with State EOC and State and Federal agencies, as required. Requests State and Federal assistance, as necessary.	Local EOC: Local agencies, as identified in basic EOP.
7. Strategic local coordination of crisis management activities. Brief President, National Security Council (NSC), and Attorney General. Provide Headquarters (HQ) support to JOC. Domestic Emergency Support Team (DEST) may be deployed. Notification of FEMA by FBI/SIOC triggers FEMA actions. <sup>a</sup>	SIOC: FBI, Department of Justice (DOJ), Department of Energy (DOE), Federal Emergency Management Agency (FEMA), Department of Defense (DoD), Department of Health and Human Services (HHS), and Environmental Protection Agency (EPA).
8. Manage criminal investigation. Establish Joint Information Center (JIC). State and local agencies and FEMA ensure coordination of consequence management activities.	FBI; other Federal, State, and local law enforcement agencies. Local EM representatives. FEMA, DoD, DOE, HHS, EPA, and other Federal Response Plan (FRP) agencies, as required.
9. State EM supports local consequence management. Brief Governor. Declare state of emergency. Develop/coordinate requests for Federal assistance through FEMA Regional Operations Center (ROC). Coordinate State request for Federal consequence management assistance.	State EOC, State EM, and other State agencies, as outlined in the basic EOP.
10. DEST provides assistance to FBI SAC. Merges into JOC, as appropriate.	DEST: DoD, DOJ, HHS, FEMA, EPA, and DOE.

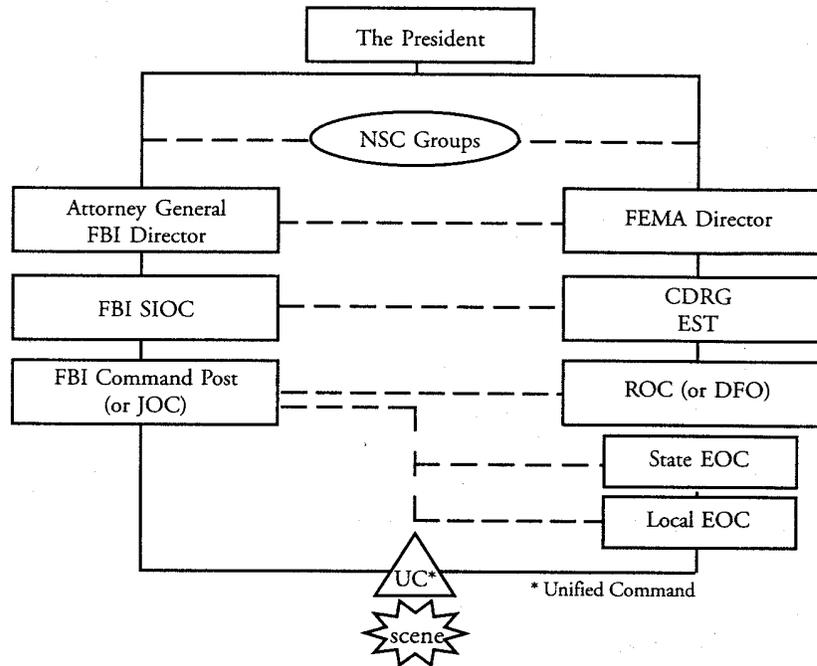
**Table 5 (Cont.)**

Events	Participants
11. FEMA representative coordinates Consequence Management Group. Expedites Federal consequence management activities and monitors crisis management response to advise on areas of decision that could impact consequence management response.	FBI, FEMA, EPA, DoD, DOE, HHS, and other FRP agencies.
12. Crisis management response activities to incident may continue.	FBI, Incident Command System (ICS), Special Operations, Hazardous Materials Response Unit (HMRU), Joint Technical Operations Team, Joint Inter-Agency Intelligence Support, and additional authorities, as needed.
13. Federal response efforts coordinated and mission assignments determined. A consequence management support team deploys to incident site. All EOCs coordinate.	ROC and regional-level agencies.
14. An Emergency Response Team - Advance Element (ERT-A) deploys to State EOC and incident site, as needed. Base installation sites identified for mobilization centers. Liaisons from WMD-related agencies requested for Emergency Support Team (EST) and ROC. Disaster Field Office (DFO) liaisons as needed (may be after extended response phase).	ERT-A: Regional-level FEMA and FRP primary support agencies, as needed.
15. A consequence management support team provides operational technical assistance to Unified Command (UC).	FEMA, DOE, DoD, HHS, EPA, and FBI.
16. Recovery operations. Transition of LFA from FBI to FEMA.	

<sup>a</sup> FEMA may initiate FRP response prior to any FBI/SIOC notification.

State and Local planners must realize that the integration of the Federal response into the local response efforts can be a difficult and awkward process. Whenever possible, each entity should involve the others in its planning process so as to facilitate a better understanding by all parties of the anticipated actions and responsibilities of each organization. Planners should understand that integration of the Federal response into an urban setting would be different from that into a rural setting. In an urban area, there will generally be substantial personpower and equipment resources, and the local emergency response organization will likely want to retain the direction and control of the emergency response. The rapid influx of Federal resources can be a sensitive issue unless properly coordinated. The Federal response should not overwhelm the local emergency response organization but should provide resources as needed.

Figure 1 summarizes the coordination relationships between the UC and other response entities. It is assumed that normal disaster coordination accomplished at State and local EOCs and other locations away from the scene would be addressed in the basic EOP. Any special concerns relating to State and local coordination with Federal organizations should be addressed in the TIA. FEMA is in the process of developing WMD Incident Support Teams (ISTs) that should help to facilitate this coordination process.



**FIGURE 1 Coordination Relationships in Terrorism Incident Response (Source: FRP, Figure TI-4, p. TI-9)**

Response to any terrorist incident requires direction and control. The planner must consider the unique characteristics of the event, identify the likely stage at which coordinated resources will be required, and tailor the direction and control process to merge these resources into an ongoing public health response. With many organizations involved, there is the danger of key decisions being slowed by too many layers of decision making. Planners should be aware of the need to streamline the decisionmaking process so that key decisions or authorizations regarding public health and safety can be obtained quickly.

A primary EOC is necessary to properly coordinate response actions within the jurisdiction and to liaise with other jurisdictions and Federal agencies. The Emergency Operations Center (EOC) of the City of New York's Office of Emergency Management, a new state-of-the-art facility, was located at the World Trade Center and was destroyed. This necessitated establishing an alternative EOC. Therefore, planning should address the possibility that operations might have to be shifted to an alternative EOC or even a secondary alternative location.

In considering direction and control as well as continuity of operations, planners must determine the availability of usable alternate EOC facility locations that can be brought up to operational level within a reasonable period of time. In a large-scale terrorist incident, the local EOC might become uninhabitable, especially if it is not a hardened facility. In identifying and evaluating alternative EOC locations, planners will need to consider the availability of communications systems, space to accommodate all key staff, materials and supplies, backup power, kitchen, bathrooms,

and the overall capability to maintain around-the-clock operations for an extended period.

Local, State, and Federal interface with the FBI On-Scene Commander (OSC) is coordinated through the Joint Operations Center (JOC). FEMA (represented in the command group) will recommend joint operational priorities to the FBI on the basis of consultation with the FEMA-led consequence management group in the JOC. The FBI, working with local and State officials in the command group at the JOC, will establish operational priorities.

2. **Communications.** In the event of a WMD incident, rapid and secure communication is important to ensure a prompt and coordinated response. Strengthening communications among first responders, clinicians, emergency rooms, hospitals, mass care providers, and emergency management personnel must be given top priority in planning. Planning should include adding 911 resources when an event requires extraordinary response.

In addition, terrorist attacks have been shown to overload nondedicated telephone lines and cellular telephones. In these instances, the Internet has proven more reliable for making necessary communications connections, although it should be recognized that computers may be vulnerable to cyber attacks in the form of viruses.<sup>8</sup> It is recommended that response organizations both establish relevant Internet connections with all coordinating emergency response organizations and have the use of these connections formalized in plans and practiced during training, drills, and exercises.

Responders with different functions within a jurisdiction or from different jurisdictions may use different radio frequencies, hindering communications.<sup>9</sup> Use of 800 MHz radios alleviates this problem. Therefore, a “backbone” communications system to interconnect local, State, and Federal responders is recommended. Also needed is the establishment of mutually agreed upon communications protocols during the planning and exercise stages so that all responding organizations will understand each others’ codes and terminology during response to real events.

Planning should also consider the need for an integrated backbone communications system for all key State agencies and local emergency response organizations. The interoperability of such a system would facilitate the integrated response to a terrorist incident. Planning also needs to consider the importance of reliable backup communications systems for emergency responders. Terrorist incidents may include the loss of radio transmission capabilities, and telephone land lines and cellular phone connections will be overloaded in a large emergency. Satellite telephones, which can operate when cellular and nondedicated land lines are overloaded, are another option

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<sup>8</sup> On September 11, 2001, by coincidence, some Federal computer networks were infested with the Nimda virus, which adversely affected the operation of these networks.

<sup>9</sup> This lack of interoperability was a significant problem in the response to the September 11, 2001, attack on the Pentagon.

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- for backup telephone systems. State and local planners should consider the distribution of priority emergency access telephone cards (e.g., AT&T ENETS) to their emergency workers. Planners should determine the existing status of their emergency communications systems and identify the funding needed to upgrade them.
3. **Warning.** Every incident is different. There may or may not be warning of a potential WMD incident. Factors involved range from intelligence gathered from various law enforcement or intelligence agency sources to an actual notification from the terrorist organization or individual. The EOP should have HazMat facilities and transportation routes already mapped, along with emergency procedures necessary to respond.
- a. The warning or notification of a potential WMD terrorist incident could come from many sources; therefore, open but secure communication among local, State, and Federal law enforcement agencies and emergency response officials is essential. The local FBI Field Office must be notified of any suspected terrorist threats or incidents. Similarly, the FBI informs State and local law enforcement officials regarding potential threats. An integrated backbone communications system would be an aid in maintaining these communications channels and would expedite the dissemination of warnings about suspected terrorist threats. The interoperability of such a system would eliminate the need to switch back and forth between different communications systems for different organizations.
- b. **Pre-Event Readiness.** The FBI operates with a four-tier threat level system that can be used as a basis for initiating precautionary actions when a WMD terrorist event is anticipated:
- (1) **Level Four (Minimal Threat).** Received threats do not warrant actions beyond normal liaison notifications or placing assets or resources on a heightened alert.
  - (2) **Level Three (Potential Threat).** Intelligence or an articulated threat indicates the potential for a terrorist incident; however, this threat has not yet been assessed as credible.
  - (3) **Level Two (Credible Threat).** A threat assessment indicates that a potential threat is credible and confirms the involvement of WMD in a developing terrorist incident. The threat increases in significance when the presence of an explosive device or WMD capable of causing a significant destructive event or prior or actual injury or loss is confirmed or when intelligence and circumstances indicate a high probability that a device exists.
  - (4) **Level One (WMD Incident).** A WMD terrorism incident resulting in mass casualties has occurred that requires immediate Federal planning and
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preparation to provide support to State and local authorities. The Federal response is primarily directed toward the safety and welfare of the public and the preservation of human life.

4. **Emergency Public Information.** Terrorism is designed to be catastrophic. The intent of a terrorist attack is to cause maximum destruction of lives and property; create chaos, confusion, and public panic; and stress local, State, and Federal response resources. Accurate and timely information, disseminated to the public and media immediately and often over the course of the response, is vital to minimize accomplishment of these terrorist objectives.

Crisis research and case studies show that accurate, consistent, and expedited information calms anxieties and reduces problematic public responses such as panic and spontaneous evacuations that terrorists hope will hamper response efforts.

The news media will be the public's primary source of information, from both official and other sources, over the course of the emergency. Ensuring that the media will receive accurate, consistent, and expedited official information from the outset and over what may be a rapidly changing and lengthy response requires careful planning and considerable advance preparation. It is important to build and maintain a strong working relationship with the media. This relationship should include a clear commitment that government representatives will be immediately available to provide information over the course of the emergency.

Local plans should reflect responsibility for emergency information operations during the crucial initial response until State and Federal personnel and resources can arrive to provide support. Planning also should reflect (1) a mechanism for sharing and coordinating information among all responding agencies and organizations, (2) development and production of information materials, (3) dissemination of information through various methods, and (4) monitoring and analysis of news media coverage with rapid response capability to address identified problems.

A strong and ongoing public education program for terrorism response, built upon outreach and awareness programs for other types of emergencies, can enhance the response organization's credibility and benefit both members of the public and first responder efforts in the event of a terrorist attack. Tab G provides more information on emergency public information planning and preparedness considerations.

5. **Protective Actions.** Evacuation may be required from inside the perimeter of the scene to guard against further casualties from contamination by primary release of a WMD agent, the possible release of additional WMD, secondary devices, or additional attacks targeting emergency responders. Temporary in-place sheltering may be appropriate if there is a short-duration release of hazardous materials or if it is determined to be safer for individuals to remain in place. Protection from biological threats may involve coercive or noncoercive protective actions, including isolation of individuals who pose an infection hazard, quarantine of affected locations,
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vaccination, use of masks by the public, closing of public transportation, limiting public gatherings, and limiting intercity travel. As with any emergency, State and local officials are primarily responsible for making protective action decisions affecting the public. Protocols should be established to ensure that important decisions are made by persons with the proper decision-making authority. The TIA should include provision for coordinating protective actions with other affected jurisdictions. Planning should also address ways of countering irrational public behavior that can hinder protective actions.

However, planning for evacuation should be flexible to account for difficult situations. After the attack on the Pentagon, Federal buildings in Washington, D.C., were evacuated as a precautionary measure. Evacuation there is complicated by roads in the Federal area being under the jurisdiction of several Federal agencies and roads in the rest of the District being under the authority of the District government. However, the Pentagon is located in Arlington County, Virginia, near a route persons from Washington, D.C., were using to evacuate. Thus, there was a situation where some evacuation was toward the incident site rather than away from it. Because of heavy traffic in the vicinity of the Pentagon, fire vehicles had difficulty reaching the incident site.

6. **Mass Care.** The location of mass care facilities will be based partly on the hazard agent involved. Decontamination, if it is necessary, may need to precede sheltering and other needs of the victims to prevent further damage from the hazard agent to either the victims themselves or the care providers. The American Red Cross (the primary agency for mass care), the Department of Health and Human Services, and the Department of Veteran Affairs should be actively involved with the planning process to determine both in-place and mobile mass care systems for the TIA. A midpoint or intermediary station may be needed to move victims out of the way of immediate harm. This action would allow responders to provide critical attention (e.g., decontamination and medical services) and general lifesaving support, then evacuate victims to a mass care location for further attention. The following are general issues to consider for inclusion in the TIA:
    - a. Location, setup, and equipment for decontamination stations, if any.
    - b. Mobile triage support and qualified personnel.
    - c. Supplies and personnel to support in-place sheltering.
    - d. Evacuation to an intermediary location to provide decontamination and medical attention.
    - e. Determination of safety perimeters (based on agent).
    - f. Patient tracking/record keeping for augmentation of epidemiological services and support.
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7. **Health and Medical.** The basic EOP should already contain a Health and Medical Annex. Issues that may be different during a terrorist incident and that should be addressed in the TIA include decontamination, safety of victims and responders, in-place sheltering or quarantine versus evacuation, and multihazard/multiagent triage. Planning should anticipate the need to handle large numbers of people who may or may not be contaminated but who are fearful about their medical well-being. In addition, the TIA should identify the locations and capacities of medical care facilities within the jurisdiction and in surrounding jurisdictions. The TIA should also include a description of the capabilities of these medical care facilities, especially with regard to trauma care. Depending on the nature and extent of a terrorist attack, the most appropriate medical care facility may not necessarily be the closest facility.

The response to a bioterrorism incident will require the active collaboration of the clinicians and local public health authorities responsible for disease monitoring, treatment/immunization, and outbreak investigation. Their activities should be factored into the response planning. Bioterrorism might involve infectious or communicable diseases, such as smallpox or plague. Therefore, the TIA should address powers, if any, given to public health authorities for quarantines and controlling medical facilities. A Model State Emergency Health Powers Act has been drafted for the Centers for Disease Control and Prevention that would give states broad powers in a crisis to commandeer antibiotics, compel vaccinations, and seize infection-carrying corpses.

In addition, first responders may be entering an environment rife with biological or chemical agents, radioactive materials, or hazardous air pollutants from collapsed buildings, or collapse of buildings might be imminent. Other incidents may pose environmental or physical risks to responders from a structurally damaged and potentially deadly pipeline, tank car, tank truck, bridge, or tunnel. The planning should also address the need for first responders to perform a risk assessment and to modify standard protocols (e.g., establish plans for inoculating first responders) if the risk assessment so indicates. The planning should also address how such assessments are made and what resources they may indicate are needed. The assessment may indicate monitoring and sampling resources are needed before Federal resources can arrive. Responders will also need appropriate personal protective equipment (PPE), including respirators. The planning should also address the availability of regional monitoring and sampling capability and PPE. Also see Tab B for other potential medical organizations to consider including in the planning process.

A bioterrorism incident raises several other special issues. Such an incident may generate an influx of patients requiring specialized care. If an infectious agent is involved, it may be necessary to isolate the patients and use special precautions to avoid transmission of the disease to staff and other patients. State planning should also consider the need to obtain and integrate supplementary medical professionals and technicians who may be needed to respond to a terrorist incident. In addition to physiological health considerations, planners should take into account the need for

mental health considerations in the consequence management planning. Support must be provided not only to those individuals directly affected by a terrorist attack but also to those surviving family members experiencing emotional stress.

Planning issues to consider include the following:

- a. Immunization and prophylaxis for biological agents.
  - b. Notification to and receipt of information from doctors/clinics.
  - c. Augmentation of medical facilities and personnel.
  - d. Management of medical supplies and equipment.
  - e. Patient tracking/record keeping for augmentation of epidemiological services and support.
  - f. Analytical laboratory support, including memoranda of agreement (MOAs) specifying special considerations (e.g., testing capabilities) as appropriate.
  - g. Mental health support services, including clinical psychologists, psychiatrists, social workers, etc.
8. **Resources Management.** The following considerations are highly relevant to WMD incidents and should be addressed, if appropriate, in one or more appendixes to a resource management annex:
- a. Nuclear, biological, and chemical response resources that are available through interjurisdictional agreements (e.g., interstate pacts).
  - b. Unique resources that are available through State authorities (e.g., National Guard units).
  - c. Unique resources that are available to State and local jurisdictions through Federal authorities (e.g., the National Pharmaceutical Stockpile, a national asset providing delivery of antibiotics, antidotes, and medical supplies to the scene of a WMD incident).
  - d. Unique expertise that may be available through academic, research, or private organizations.
  - e. Trained and untrained volunteer resources and unsolicited donated goods that arrive at the incident site (see Section F for further discussion).
9. **Recovery.** The basic EOP should already contain a Recovery Annex. However, different issues may arise during a WMD incident that should be addressed in the
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TIA. A WMD incident is a criminal act, and its victims or their families may be eligible for assistance under a State crime victims assistance law. Therefore, State crime victims assistance staff should be included in the planning process. In addition, injured victims of a terrorist attack, those put at risk of injury, and the families of these persons may have suffered psychological trauma as a result of the attack and may be in need of crisis counseling.

In the event of an incident involving chemical or biological agents or radioactive materials, large areas or multiple locations may become contaminated. Decontamination may be required before buildings can safely be reoccupied and farms can again safely grow crops. While decontamination is taking place, or until damaged buildings are repaired or replaced, persons must be relocated from residences and offices, and office equipment must be relocated from office buildings. Relocation after a terrorist incident tends to be of longer duration and entail greater costs than relocation following a natural disaster. Planners should take these factors into account and make appropriate arrangements.

10. **Urban Search and Rescue.** Urban Search and Rescue (US&R), Emergency Support Function (ESF) #9 in the FRP, involves rapid deployment of US&R task forces to provide specialized lifesaving assistance to State and local authorities, including locating, extricating, and providing on-site medical treatment to those trapped in collapsed structures. FEMA is the agency with primary responsibility for this ESF. FEMA's Emergency Management Institute (EMI) and the National Fire Academy are integrating US&R more closely into their curriculums.

There are currently 28 US&R task forces throughout the country; they have ability to deploy within six hours and to sustain themselves for 36 hours. Current deployment plans rely on commercial air transport. Consequently, in incidents where air traffic is curtailed, arrival of remote US&R task forces may be delayed.

The capabilities of several US&R task forces are being enhanced to operate in a collapsed building environment that is contaminated with biological or chemical agents or radioactive materials. These enhanced task forces will have additional HazMat specialists and medical personnel and more monitoring and detection equipment.

## **E. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

As with any hazard-specific emergency, the organization for management of local response will probably need to be tailored to address the special issues involved in managing the consequences of a terrorist incident. This organization should therefore be defined in the TIA. The consequences of a terrorist act have the potential to overwhelm local resources, which may require assistance from State or Federal governments. The response by State and local governments to a terrorist act, as well as the types of support and assistance from the Federal government, will be different than the response to and support for other natural and technological emergencies. Because of this, not only must the plans be upgraded to

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include response to terrorist acts, but training and exercising must be expanded to ensure that the unique aspects of response to terrorist incidents can be carried out in a coordinated, effective manner. Training needs to be planned for State, local, and Federal staff involved in the response. State and local planners should identify their training needs, establish budgets for the training, and determine what funding resources will be required to implement the training. Periodic integrated exercises must also be conducted to ensure that the emergency response to a terrorist incident at the local, State, and Federal levels can be adequately coordinated. The following response roles and responsibilities should be articulated in the TIA.

1. **Local Emergency Responders.** Local fire departments, law enforcement personnel, HazMat teams, and EMS will be among the first to respond to terrorist incidents, especially those involving WMD. In incidents associated with public transportation (e.g., airlines, mass transit, railroads, subways), workers and officials from these transportation organizations may be among the first responders. As response efforts escalate, the local emergency management agency and health department will help coordinate needed services.

*Primary Duties.* The duties of local departments, such as fire, law enforcement, and EMS, along with those of the local emergency management agency and health department, should be addressed in their respective EOPs. Any special duties necessary to respond to a suspected terrorist WMD incident should be set forth in the local TIA.

2. **Interjurisdictional Responsibilities.** The formal arrangements and agreements for emergency response to a terrorist incident among neighboring jurisdictions, State, Tribal, local, and neighboring States (and those jurisdictions physically located in those States) should be made **prior** to an incident (see Tab H). When coordinating and planning the Risk Assessment and Risk Area sections of the TIA (areas where potential multiple jurisdictions could overlap and interplay), interjurisdictional responsibilities should be readily identifiable. Federal response is already predisposed for interagency and interdepartmental coordination, particularly one involving WMD.
3. **State Emergency Responders.** If requested by local officials, the State emergency management agency has capabilities to support local emergency management authorities and the Incident Commander (IC).

*Primary Duties.* The duties of all responding State agencies should be addressed in the State EOP. Any special duties necessary to respond to a WMD incident should be set forth in the State's TIA.

4. **State and Local Public Health Authorities.** State laws grant State and local public health authorities emergency powers to combat communicable disease. The powers available, diseases that trigger them, and procedures for enforcement vary from State to State. Typical powers include the power to isolate or quarantine persons and places and the power to compel vaccinations and other preventive measures, such as wearing
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of masks. In some states, these measures may be taken whenever there is a threat of communicable disease, but in other states, the powers apply to only one or more specific, named diseases. Also, there may be procedural restrictions whereby someone who objects to a quarantine or vaccination is entitled to a court hearing.

*Primary duties.* Emergency duties of public health agencies may be outlined in a state or local EOP or in a separate public health plan.

5. **Medical Service Providers.** Hospitals generally perform emergency planning both to protect their own facilities and patients and to respond to disasters in the community. State licensing and accreditation standards require hospitals to meet certain criteria for emergency preparedness, which often include participation in local or regional medical planning for disasters. Hospitals accredited by the Joint Commission on Accreditation of Healthcare Organizations (JCAHO) must be prepared for a variety of disaster scenarios, including facilities for biological, radioactive, or chemical isolation and decontamination where appropriate.
6. **Local Emergency Planning Committees (LEPCs), State Emergency Response Commissions (SERCs), and Tribal Emergency Response Commissions (TERCs).** These entities are established under the Superfund Amendments and Reauthorization Act of 1986 (SARA), Title III, and the implementing regulations of the EPA. LEPCs develop and maintain local hazardous material emergency plans and receive notifications of releases of hazardous substances. SERCs and TERCs supervise the operation of the LEPCs and administer the community right-to-know provisions of SARA Title III, including collection and distribution of information about facility inventories of hazardous substances, chemicals, and toxins. LEPCs will have detailed information about industrial chemicals within the community. It may be advisable for LEPCs, SERCs, and TERCs to establish MOAs with agencies and organizations to provide specialized resources and capabilities for response to WMD incidents. Tab H provides information on intergovernmental agreements.

*Primary Duties.* Any responsibilities germane to terrorism preparedness or response should be outlined in local, State, and Tribal hazardous materials emergency response plans or the hazardous materials annex to the local emergency plan.

7. **Federal Emergency Responders.** Upon determination of a credible terrorist threat, or if such an incident actually occurs, the Federal government may respond through the appropriate departments and agencies. These departments and agencies may include FEMA, the Department of Justice (DOJ) and FBI, the Department of Defense (DoD), the Department of Energy (DOE), the Department of Health and Human Services (HHS), the EPA, the Department of Agriculture (USDA), the Nuclear Regulatory Commission (NRC), and possibly the American Red Cross and Department of Veterans Affairs. Also, the Office of Homeland Security may have a coordination role. The roles and responsibilities for Federal departments and agencies participating in both crisis management and consequence management are discussed in more detail in Tab C. See the United States Government Interagency Domestic Terrorism Concept of Operations Plan and the Terrorism Incident Annex to the
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Federal Response Plan for information on the roles and responsibilities of Federal departments and agencies responding to terrorism incidents, particularly ones involving WMD.

*Primary Duties.* Upon determining that a terrorist incident is credible, the FBI Special Agent in Charge (SAC), through the FBI Headquarters, will initiate liaison with other Federal agencies to activate their operations centers. The responsible FEMA region(s) may activate a Regional Operations Center (ROC) and deploy a representative(s) to the affected State(s). When the responsible FEMA region(s) activates a ROC, the region(s) will notify the responsible FBI Field Office(s) to request a liaison. If the FBI activates the Strategic Information and Operations Center (SIOC) at FBI Headquarters, then other Federal agencies, including FEMA, will deploy a representative(s) to the SIOC, as required. Once the FBI has determined the need to activate a Joint Operations Center (JOC) to support the incident site, Federal, State, and local agencies may be requested by FEMA to support the Consequence Management Group located at the JOC.

## **F. ADMINISTRATION AND LOGISTICS**

There are many factors that make consequence management response to a terrorist incident unique. Unlike some natural disasters (hurricanes, floods, winter storms, drought, etc.), the administration and logistics for response to a terrorist incident require special considerations. For example, there may be little or no forewarning, and because the release of a WMD may not be immediately apparent, caregivers, emergency response personnel, and first responders are in imminent danger themselves of becoming casualties before the actual identification of the crime can be made. Incidents could escalate quickly from one scene to multiple locations and jurisdictions.

The types of supplies that are needed to respond to a terrorist incident may differ from those needed for a natural disaster or other type of technological emergency. For example, the responders to the September 11, 2001, incidents needed hard hats, steel-toed shoes, respirators that were appropriate for the hazards, and other personal protective equipment; these were not stockpiled and had to be purchased. Planning should address administrative protocols to ensure that proper purchasing procedures are followed and that duplicate purchases are avoided.

On September 11, 2001, and for a few days afterward, commercial airlines were not allowed to operate. The shutdown delayed the arrival of supplies and Federal responders from distant locations. To avoid the inefficiencies of ad hoc purchasing of supplies and of delays in the arrival of supplies due to air traffic curtailments, consideration should be given to regional warehousing of supplies and equipment for emergency responders, including equipment for use of Urban Search and Rescue task forces.

One of the key logistical problems in the initial stages of emergency response to a terrorist incident is the establishment of an Incident Command Post from which to direct response activities. In “routine” emergencies such as fires, hazardous materials releases, or police

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actions, the Incident Command Post is established at a point that is close enough to observe the incident but far enough away to maintain an overview perspective and a safe distance from the immediate hazards. Because of the unique nature of terrorist activity and the inherent unpredictability of the incident, planners and emergency responders may need to rethink the protocol for locating the Incident Command Post (see Section D.1).

One of the key administrative and logistical challenges in managing the emergency response to the consequences of a terrorist incident is the successful integration of the Federal response into the initial response by local and State emergency response organizations. The very nature of a terrorist incident assumes a Federal response. Depending on the extent of the terrorist incident, the Federal response could be swift and massive. The application, integration, and coordination of the Federal resources into the existing local command and control structure can be a sensitive operation. Federal resources should not overwhelm the local response but should be made available as needed and requested. State and local planners should involve Federal agencies in their planning process, to the extent possible, so as to develop a better understanding among all parties regarding the nature and extent of the Federal response, including the logistical support needs of Federal agencies. Planners should be aware that nonagricultural terrorist incidents are more likely to occur in urban areas than rural settings. Urban centers have significantly greater numbers of emergency personnel and material resources than rural areas, and they routinely deal with emergency response. Local emergency response organizations will likely want to maintain the direction and control of the emergency response to the terrorist incident.

Planners should be aware of the potential logistical problems that may be caused by the unsolicited influx of volunteers and donated goods, as experienced at past disasters and particularly those caused by the terrorist attacks of September 11, 2001. Site and perimeter control is extremely important to avoid responder casualties and to prevent emergency operations from being disrupted by uncontrolled movements of such volunteers (see also Section D.1). Also, enormous quantities of unsolicited goods were sent but not needed. In preparing the TIA, planners should be aware of the need to coordinate volunteer activities and storage of donated goods. Planners may want to consider an early public information message requesting volunteers to stay home unless requested and encouraging cash donations rather than unsolicited goods.

In developing plans for terrorist incidents in urban centers, planners will need to identify potential staging areas for personnel and equipment and warehouses for materials, equipment, and supplies. Although these may not be needed for small-scale terrorist incidents, an inventory of available warehouse space and potential staging areas would assist in the response to a large-scale and/or prolonged consequence management response and recovery effort.

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**TAB A****SUGGESTED FORMAT FOR A TERRORIST INCIDENT APPENDIX TO  
A BASIC ALL-HAZARDS EMERGENCY PLAN****Supplement to a State or Local Basic Emergency Operations Plan**

- A. PROMULGATION DOCUMENT**
- B. SIGNATURE PAGE**
- C. AUTHORITIES AND REFERENCES**
- D. TABLE OF CONTENTS**
- E. PURPOSE**

The purpose of the Terrorist Incident Appendix (TIA) is to develop a consequence management plan for responding to and recovering from a terrorist-initiated incident, particularly one involving weapons of mass destruction (WMD). The TIA supplements the Emergency Operations Plan (EOP) already in effect. {Use a format consistent with the other appendixes to the EOP. The format presented here is intended only as a guide.}

**F. THE HAZARD**

1. **Nature of the Hazard** {Identify WMD hazards (including conventional explosives, secondary devices, and combined hazards) or other means of attack (including low-tech devices and delivery, infrastructure attacks, and cyber terrorism) that could potentially affect the jurisdiction.}
2. **Incident** {Statement of the situations that would cause the consequence management plan for a WMD incident to go into operation.}
3. **WMD Hazard Agents** {Separate sections for each of the following hazards may be used, as risk area, treatment, etc., are unique to each incident. The plan for identification of the hazard agent may be included here, as well as an assessment of the risk and definition of the risk area.}
  - a. **Chemical** {Statement on chemical terrorism. A Tab with the names of chemicals, composition, reference materials (activation, lethality, treatment, handling, mixture, etc.) may be created and included in the TIA.}
    - (1) Assessment of risk
    - (2) Risk area

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- b. **Biological** {Statement on biological terrorism. Reference material (identification, handling, treatment, lethality, etc.) may be created and included in the TIA in a Tab.}
    - (1) Assessment of risk
    - (2) Risk area
  
  - c. **Nuclear/Radiological** {Statement on nuclear terrorism. Reference material can be listed in a Tab and may include lethality, handling, treatment, etc.}
    - (1) Assessment of risk
    - (2) Risk area
  
  - d. **Explosives/Incendiaries** {Statement on explosives/incendiary terrorism. A Tab with the names of explosives/incendiaries, composition, reference materials (activation, lethality, treatment, handling, mixture, etc.) may be created and included in the TIA.}
    - (1) Assessment of risk
    - (2) Risk area
  
  - e. **Combined Hazards** {Statement on combined hazards. Reference material (identification, handling, treatment, lethality, etc.) may be created and included in the TIA as a Tab}
    - (1) Assessment of risk
    - (2) Risk area
4. **Other Terrorism Hazards**
- a. **Low-tech devices and delivery** {Statement on low-tech devices and delivery. Reference material may be created and included in the TIA as a Tab }
    - (1) Assessment of risk
    - (2) Risk area
  
  - b. **Infrastructure attacks** {Statement on infrastructure attacks. Reference material may be created and included in the TIA as a Tab}
    - (1) Assessment of risk
    - (2) Risk area
  
  - c. **Cyber terrorism** {Statement on cyber terrorism. Reference material may be created and included in the TIA as a Tab}
    - (1) Assessment of risk
    - (2) Risk area
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## G. SITUATION AND ASSUMPTIONS

1. **Situation:** Basic information on the terrorist incident threat or potential threat. A description of the locale for which the plan is being written. Any information listed below that is already included in the EOP need not be duplicated here. A general description of the area may be given, with the following information in a Tab. Consideration should be given to maintaining information in a secure place.
    - a. **Environment**
      - (1) Geographic conditions (terrain).
      - (2) Weather (climate).
    - b. **Population:** General and special needs individuals, retirement communities and nursing homes, schools, day care centers, correctional facilities, non-English-speaking communities, etc.
    - c. **Regional:** Rural/urban/suburban/city (city-sprawl/surroundings).
    - d. **Critical Infrastructure/Transportation:** Major highways, secondary roads, tertiary roadways, dirt/gravel roads. Details may include interchanges, choke points, traffic lights, traffic schemes and patterns, access roads, tunnels, bridges, railroad crossings, overpasses/cloverleaves.
    - e. **Trucking/Transport Activity:** Cargo loading/unloading facilities (type of cargo), waterways (ports, docks, harbors, rivers, streams, lakes, ocean, bays, reservoirs, pipelines, process/treatment facilities, dams, international roll-on/roll-off container shipments, HazMat [oil] flagged registry).
    - f. **Airports:** Carriers, flight paths, airport layout (air traffic control tower, runways, passenger terminal, parking).
    - g. **Trains/Subways:** Physical rails, interchanges, terminals, tunnels, cargo/passengers.
    - h. **Government Facilities:** Post office, law enforcement, fire/rescue, town/city hall, local mayor/governor's residences, Federal buildings, judicial personnel (i.e., judges, prosecutors, residences, offices).
    - i. **Recreation Facilities:** Sports arenas, theaters, malls, theme parks.
    - j. **Other Facilities:** Financial institutions (banking facilities/loan institutions), universities, colleges, hospitals, other nationally symbolic buildings or monuments, and research institutes (nuclear, biological, chemical, medical clinics).
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- k. **Military Installations**
- l. **HazMat Facilities:** Emergency Planning and Community Right-to-Know Act (EPCRA) sites with Risk Management Plan requirements, Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) sites, nonreporting Resource Conservation and Recovery Act (RCRA) facilities (i.e., combustion sites, generating sites, and treatment, storage, and disposal [TSD] sites), facilities inventoried by the Toxic Release Inventory System (TRIS), utilities and nuclear facilities, chemical stockpile and/or manufacturing sites.
- 2. **Assumptions:** This plan will go into effect when a WMD incident has occurred or a credible threat has been identified.

## H. CONCEPT OF OPERATIONS

- 1. **Direction and Control** {Based on the above assessments, provide wiring diagram/flow chart showing the chain of command and control. These diagrams/charts may be specific to WMD or more generally pertinent to any terrorist incident.}
  - 2. **Communications** {May elaborate on communications described in the basic EOP.}
    - a. Security of communications among responding organizations.
    - b. Coordination of communications with Federal responders.
  - 3. **Warning**
  - 4. **Emergency Public Information** {The plan should identify specific methods (channels) to notify the public that an incident has occurred, direct their actions, and keep them informed as the situation progresses. Evacuation and sheltering in place are key actions that may need to be communicated to the public, and continuous updating will be required.}
  - 5. **Protective Actions**
    - a. In-place sheltering.
    - b. Evacuation routes/means of conveyance should be predetermined based on area and type of agent.
    - c. Evacuation support.
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6. **Mass Care**
  - a. Safe location of mass care facilities
  - b. Structural safety
  - c. Health and medical services
  - d. Provisions for food and water
  - e. Policy and procedures for pet care
7. **Health and Medical**
8. **Resources Management**
9. **Recovery Operations**
10. **Urban Search and Rescue**

**I. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

In concert with guidance already in existence, supplementing the EOP, the roles and responsibilities are outlined here for all jurisdictions and entities.

1. Local
2. Interjurisdictional Responsibilities
3. State
4. Tribal
5. Federal

**J. ADMINISTRATION AND LOGISTICS**

The administrative framework for WMD response operations is outlined here.

1. General support requirements
  2. Availability of services
  3. Mutual aid agreements
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4. Emergency Management Assistance Compacts
5. Administrative policies and procedures (e.g., financial record keeping)

**K. TABS**

1. Acronyms.
  2. Key definitions.
  3. Points of contact.
  4. Each of the WMD hazard agents may have a separate Tab with subcategories and subsets of information specific to each, including the identification of departments and agencies that have authority and expertise relevant to incidents involving specific agents.
    - a. Index of chemical agents.
    - b. Index of biological agents.
    - c. Index of nuclear/radiological materials.
    - d. Index of explosive/incendiary materials.
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**TAB B****POTENTIAL PARTICIPANTS IN THE PLANNING PROCESS****A. PARTICIPANTS IN PLANNING FOR TERRORIST INCIDENTS**

Experience gained in responding to and managing the consequences of terrorist incidents since 1990 shows that problems arise that would not be expected in other types of emergencies. Planning for a terrorist incident should address these problems. In some cases, it is not obvious which agency, department, or other organization could address the problem, and the State or local government would have to identify the appropriate resources. This Tab addresses problems likely to arise and how they could be solved. It also identified organizations with resources that are not usually involved but whose participation could enhance a Terrorist Incident Appendix (TIA).

It is assumed that the departments or functions normally involved in emergency operations planning include an elected official, or designee, with the authority to act for the elected officials, as well as personnel involved in emergency management, firefighting, police, legal counsel, administration (including purchasing), communications, transportation (including emergency medical), public health, and public information. Depending on the terrorism threats being addressed in the particular plans being developed, one or more of the following organizations not usually included in emergency planning should be considered and included as appropriate.

**B. FREQUENTLY NEGLECTED PRIVATE ORGANIZATIONS**

1. **Business Community.** There are several reasons to include the business community in planning. Local businesses might have resources that would be needed in a response that planners would not otherwise know were available. Businesses and their employees and customers might be in the target of the terrorist attack or near it. Businesses that participate in planning would be more likely to have evacuation plans and exercises for their own premises. Some response decisions might have significant adverse impacts on the local economy (e.g., closing of Reagan National Airport for an extended period). Involvement by the business community in terrorism consequence planning should alert planners and decision makers about such adverse impacts.
2. **Colleges and Universities.** Colleges and universities might be terrorist targets. Moreover, they can help if an attack elsewhere displaces a segment of the population, because they have fieldhouses and other facilities that can be used as shelters. They may also have parking areas next to sports facilities that can be used as staging areas. In addition, faculty members may have expertise (e.g., civil engineering, health physics, public health, agriculture, chemical weapons) that can be used to assist with the response.

3. **Charities and Social Service Organizations.** Large quantities of food and material are often received in response to a terrorist attack; they are sometimes (frequently) not needed but must still be managed. Charities and social service organizations that help clothe and feed the needy often have warehouses and means to distribute the clothes and food. Also, monetary donations are received in response to terrorist incidents. Including charities and social service agencies in the planning process could help alleviate problems associated with managing material donations and distributing and using monetary donations.

## C. FREQUENTLY NEGLECTED MEDICAL ORGANIZATIONS

1. **Medical Facilities Officials.** The planning should consider the adequacy of hospital and emergency medical transport resources in general and the availability of specialized facilities in particular, such as those certified to treat injured and contaminated victims or burn victims. The “golden hour” rule (if trauma victims get to a Level 1 trauma unit within an hour of injury, the probability of survival increases by 90%) should be a basis for assessing the adequacy of resources and in triage procedures. Also, in a biological, chemical, and radiological terrorist incident, some persons would likely become contaminated and evacuation might be necessary. Planning should address decontamination resources, trained persons, equipment, supplies, and facilities, including medical facilities. It should also address the timing of decontamination. Decontamination before evacuation results in more prompt treatment and reduces the spread of contamination.
2. **Mortuary Services.** The attack on the World Trade Center demonstrated that a terrorism incident can result in the death of a large number of persons in a very short period of time, which could stress local capabilities for handling remains. If the attack involves biological or chemical agents or nuclear materials, the remains might be contaminated, which adds complications. The planning process should include medical examiners or coroners, morticians, and other persons involved in the handling of remains.

## D. FREQUENTLY NEGLECTED STATE, COUNTY, AND CITY DEPARTMENTS

1. **County (regarding perimeter control problems).** A major terrorist incident attracts large numbers of expedient volunteers and media personnel whose access to the site must be strictly controlled to prevent them from hindering responders or harassing victims and their families. It is therefore necessary to define a restricted area with perimeter barriers. Departments that seem to have little relationship to such an incident may have resources to offer. By including its Parks Department in its emergency planning, Arlington County, Virginia, knew that it had chain-link fencing, which was used to promptly erect a barrier around the restricted area at the Pentagon after the September 11, 2001, attack.

2. **City (regarding credentialing problems).** Credentialing is a problem during a major terrorist event. There are two aspects to the problem. One aspect is the determining who prepares the badges and what they signify. The other aspect is determining who gets credentials. After the bombing of the Murrah Federal Building, Oklahoma City determined that its Motor Vehicle Department had the capability to produce credentials rapidly. It then developed a system in which the badge color signified the degree of access and a color-coded dot signified whether access was authorized for the day. In response to the attack on the World Trade Center, the State brought in a system of preparing and issuing badges. A more difficult task is determining who gets credentials. Perhaps agencies should submit lists of persons they want to get credentials. The organization responsible for producing credentials, the system used to identify the extent of access, and the protocol used to determine who gets credentials should all be addressed in the planning process.
  3. **State (regarding aid to victims of crime problems).** Terrorist acts are criminal acts. Therefore, victims of terrorist attacks are victims of crime. If a State has a statute to assist victims of crime, the agency that administers such a statute should be involved in the planning so that the plan will incorporate the information about such assistance.
  4. **State (regarding food and animal health problems).** Several terrorism preparedness advisory panels and reports to the President and Congress have cited crops and the food supply as a prime target and called for careful emergency planning at the Federal, State, and local levels. State officials who work with U.S. Department of Agriculture (USDA) State Emergency Boards and State warehouses holding USDA-donated food can provide useful planning input related to responding to attacks on crops or other elements of the food supply. In addition, the results of a recent survey of chief State livestock officials regarding bioterrorism preparedness revealed the following important issues: (1) some high-priority bioterrorism organisms, such as plague and tularemia, are not reportable in all states; (2) 39% of State animal health officials have not been involved in bioterrorism planning and coordination; and (3) 61% did not know of state efforts to educate veterinarians regarding issues surrounding the impact of bioterrorism. It is recommended that state animal health officials and veterinarians become involved in bioterrorism response planning, if they are not already involved.
  5. **State/City (regarding foreign assistance problems).** Offers of assistance from foreign organizations, such as urban search and rescue units, may be received after a major terrorist attack. In addition to the practical problems of integrating persons who may have minimal or no knowledge of English into a response team, protocols require that such offers should not be accepted by State or local governments immediately but should be referred through FEMA to the State Department for response. Responsibility for referring such offers should be assigned during the planning process to intergovernmental affairs departments.
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**E. FREQUENTLY NEGLECTED MILITARY ORGANIZATIONS**

1. **Emergency Management Assistance Compact (EMAC).** A governor has the authority to assign State National Guard troops to response and recovery tasks. If the State is a member of an EMAC, it can obtain assistance from the National Guards of EMAC member states. The military is a resource of last resort whose assistance can only be requested through the Lead Federal Agency (see U.S. Department of Defense section in Tab C). However, there is an exception if there is a military garrison in the immediate vicinity of the community. In this case, the garrison commander has the authority to commit troops to the response if so doing would help save lives.
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**TAB C****FEDERAL DEPARTMENTS AND AGENCIES:  
COUNTERTERRORISM-SPECIFIC ROLES****A. OFFICE OF HOMELAND SECURITY (OHS)**

The Office of Homeland Security (“Office”) was established by Executive Order 13228 on October 8, 2001. Its mission is to develop and coordinate the implementation of a comprehensive national strategy to secure the United States. The Office is to perform the functions necessary to carry out this mission. The Office has functions in the areas of national strategy, detection, preparedness, prevention, protection, response and recovery, incident management, continuity of government, and public affairs. In addition, the Office is to invite and encourage State and local governments to participate in carrying out its functions. In performing its functions, the Office is to work with State and local agencies as appropriate.

The functions of the Office that relate most directly to consequence management planning by State and local agencies are in the preparedness, protection, and response and recovery areas. In the preparedness area, the Office is to coordinate national efforts to prepare for and mitigate the consequences of terrorist threats or attacks within the United States. More specifically, the Office’s preparedness functions include coordinating domestic exercises and simulations designed to assess and practice using systems that would be called upon to respond to a terrorist threat or attack and coordinating Federal assistance to State and local authorities and nongovernmental organizations to prepare for and respond to terrorist threats or attacks.

In the protection area, the Office is to coordinate efforts to protect the United States and its critical infrastructure from the consequences of terrorist attacks. More specifically, the Office’s protection functions include developing criteria for reviewing whether appropriate security measures are in place at major public and privately owned facilities and coordinating efforts to protect critical public and privately owned information systems.

In the response and recovery area, the Office’s functions include coordinating efforts to ensure rapid restoration of critical infrastructure facilities and critical information systems after disruption by a terrorist attack; coordinating Federal plans and programs to provide medical, financial, and other assistance to victims of terrorist attacks and their families; and coordinating containment and removal of biological, chemical, radiological, explosive, or other hazardous materials in the event of a terrorist threat or attack involving such hazards and coordinating efforts to mitigate the effects of such an attack.

**B. FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)**

The Federal Emergency Management Agency (FEMA) is the lead agency for consequence management and acts in support of the Federal Bureau of Investigation (FBI) in Washington, D.C., and on the scene of the crisis until the U.S. Attorney General transfers the Lead Federal Agency (LFA) role to FEMA. Though State and local officials bear primary responsibility for consequence management, FEMA coordinates the Federal aspects of consequence management in the event of a terrorist act. Under Presidential Decision Directive 39, FEMA supports the overall LFA by operating as the lead agency for consequence management until the overall LFA role is transferred to FEMA and in this capacity determines when consequences are “imminent” for purposes of the Stafford Act (Source: Federal Response Plan Terrorism Incident Annex, April 1999). Consequence management includes protecting the public health and safety and providing emergency relief to State governments, businesses, and individuals. Additional information on Federal response is given in the United States Government Interagency Domestic Terrorism Concept of Operations Plan (<http://www.fema.gov/r-n-r/conplan/>).

Web site: [www.fema.gov](http://www.fema.gov)

1. **Office of National Preparedness (ONP).** The ONP develops and implements strategies for FEMA involvement in terrorism-related activities and coordinates overall relationships with other Federal departments and agencies involved in the consequence management response to terrorism-related activities.
2. **Readiness, Response and Recovery (RRR).** The Readiness, Response and Recovery Directorate is responsible for planning, training, conducting exercises, and leadership in the Federal consequence management response to terrorist events. The RRR Directorate develops and produces terrorism consequence management planning guidance for state and local governments, manages the terrorism consequence management planning assistance used by State and local governments for terrorism preparedness, and, in accordance with the Federal Response Plan (FRP), manages Federal activities required to support State and local governments in the aftermath of a terrorist incident.

The RRR directorate’s terrorism-related FRP functions include these:

- It is responsible for planning, coordination, and operations related to national security special events.
  - It provides training for emergency managers, firefighters, and elected officials in consequence management through the Emergency Management Institute (EMI), National Fire Academy (NFA), and National Emergency Training Center (NETC) in Emmitsburg, Maryland.
  - EMI offers courses for first responders dealing with the consequences of terrorist incidents through the Comprehensive Exercise Program. These exercises provide the opportunity to test the ability of different levels of response to interact effectively.
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- It manages the Rapid Response Information System, which inventories physical assets and equipment available to State and local officials and provides a database of chemical and biological agents and safety precautions.
3. **Federal Insurance and Mitigation Administration (FIMA).** FIMA is responsible for FEMA's mitigation programs, which seek to minimize damages and losses from all hazards, including terrorist attacks. The Building Process Assistance Teams, made up of engineering and construction professionals, help by providing thorough analyses of structures as well as information that can be used by communities as they rebuild. Mitigation programs also provide a variety of technical services, including verified and validated airborne and waterborne hazardous material models. FIMA is also responsible for developing new, technologically advanced, remote sensing capabilities needed to assess the release and dispersion of hazardous materials, both in air and water, for guiding consequence management response activities.
  4. **U.S. Fire Administration (USFA).** USFA provides training to firefighters and other first responders through the NFA in conjunction with the Preparedness, Training, and Exercises Directorate. The NFA offers courses pertaining to preparedness and response to terrorist events.
  5. **Office of the Chief Information Officer (OCIO).** This Office focuses on strategic and external matters regarding information technology, including e-government, homeland security, and cyber security.

## C. DEPARTMENT OF JUSTICE (DOJ)

Web site: [www.usdoj.gov](http://www.usdoj.gov)

**Federal Bureau of Investigation.** The FBI is the lead agency for crisis management and investigation of all terrorism-related matters, including incidents involving a WMD. Within FBI's role as LFA, the FBI Federal On-Scene Commander (OSC) coordinates the overall Federal response until the Attorney General transfers the LFA role to FEMA.

Web site: [www.fbi.gov](http://www.fbi.gov)

1. **FBI Domestic Terrorism/Counterterrorism Planning Section (DTCTPS).** Within the FBI Counter Terrorism Division is a specialized section containing the Domestic Terrorism Operations Unit, the Weapons of Mass Destruction Operations Unit, the Weapons of Mass Destruction Countermeasures Unit, and the Special Event Management Unit. Each of these units has specific responsibilities in investigations of crimes or allegations of crimes committed by individuals or groups in violation of the Federal terrorism and/or Weapons of Mass Destruction statutes. The DTCTPS serves as the point of contact (POC) to the FBI field offices and command structure as well as other Federal agencies in incidences of terrorism, the use or suspected use of WMD and/or the evaluation of threat credibility. If the FBI's Strategic Information
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and Operations Center (SIOC) is operational for exercises or actual incidents, the DTCTPS will provide staff personnel to facilitate the operation of SIOC.

During an incident, the FBI DTCTPS will coordinate the determination of the composition of the Domestic Emergency Support Teams (DEST) and/or the Foreign Emergency Support Teams (FEST). All incidents wherein a WMD is used will be coordinated by the DTCTPS WMD Operations Unit.

2. **FBI Laboratory Division.** Within the FBI's Laboratory Division reside numerous assets, which can deploy to provide assistance in a terrorism/WMD incident. The Hazardous Materials Response Unit (HMRU) personnel are highly trained and knowledgeable and are equipped to direct and assist in the collection of hazardous and/or toxic evidence in a contaminated environment. Similarly, the Evidence Response Team Unit (ERTU) is available to augment the local assets and have been trained in the collection of contaminated evidence. The Crisis Response Unit (CRU) is able to deploy to provide communications support to an incident. The Bomb Data Center (BDC) provides the baseline training to public safety bomb disposal technicians in the United States. BDC is the certification and accreditation authority for public safety agencies operating bomb squads and is in possession of equipment and staff that can be deployed to assist in the resolution of a crisis involving suspected or identified explosive devices. The Explosives Unit (EU) has experts who can assist in analyzing the construction of suspected or identified devices and recommend procedures to neutralize those items.
3. **FBI Critical Incident Response Group (CIRG).** CIRG has developed assets that are designed to facilitate the resolution of crisis incidents of any type. Notably, the Crisis Management Unit (CMU), which conducts training and exercises for the FBI and has developed the concept of the Joint Operations Center (JOC), is available to provide on-scene assistance to the incident and integrate the concept of the JOC and the Incident Command System (ICS) to create efficient management of the situation. CIRG coordinates a highly trained group of skilled negotiators who are adroit in techniques to de-escalate volatile situations. The Hostage Rescue Team (HRT) is a tactical asset, trained to function in contaminated or toxic hazard environments, that is available to assist in the management of the incident.

**Office for Domestic Preparedness (ODP).** This office, within the Office of Justice Programs (OJP), has a State and Local Domestic Preparedness Technical Assistance Program that provides technical assistance in three areas: (1) general technical assistance; (2) State strategy technical assistance, and (3) equipment technical assistance. The purpose of this program is to provide direct assistance to State and local jurisdictions in enhancing their capacity and preparedness to respond to WMD terrorist incidents. The program goals are to:

- Enhance the ability of State and local jurisdictions to develop, plan, and implement a program for WMD preparedness; and
  - Enhance the ability of State and local jurisdictions to sustain and maintain specialized equipment.
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Technical assistance available from ODP is provided without charge to requesting State or local jurisdiction. The following organizations are eligible for the State and Local Domestic Preparedness Technical Assistance Program:

- General technical assistance: units and agencies of State and local governments.
- State strategy technical assistance: State administrative agencies, designated by the governor, under the Fiscal Year 1999 State Domestic Preparedness Equipment Program.
- Equipment technical assistance: units and agencies of State and local governments that have received ODP funding to acquire specialized equipment.

Web site: [www.ojp.usdoj.gov/odp/](http://www.ojp.usdoj.gov/odp/)

1. **General Technical Assistance.** ODP provides general overall assistance to State and local jurisdictions for preparedness to respond to WMD terrorist incidents. This technical assistance includes:
    - Assistance in developing and enhancing WMD response plans.
    - Assistance with exercise scenario development and evaluation.
    - Provision of WMD experts to facilitate jurisdictional working groups.
    - Provision of specialized training.
  2. **State Strategy Technical Assistance.** ODP provides assistance to States in meeting the needs assessment and comprehensive planning requirements under ODP's Fiscal Year 1999 State Domestic Preparedness Equipment Support Program. Specifically, ODP:
    - Assists States in developing their three-year statewide domestic preparedness strategy.
    - Assists States in utilizing the assessment tools for completion of the required needs and threat assessments.
  3. **Equipment Technical Assistance.** ODP provides training by mobile training teams on the use and maintenance of specialized WMD response equipment under ODP's Domestic Preparedness Equipment Support Program. This assistance will be delivered on site in eligible jurisdictions. Specifically, ODP:
    - Provides training on using, sustaining, and maintaining specialized equipment.
    - Provides training to technicians on maintenance and calibration of test equipment.
    - Provides maintenance and/or calibration of equipment.
    - Assists in refurbishing used or damaged equipment.
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**D. DEPARTMENT OF DEFENSE (DoD)**

Web site: [www.defenselink.mil](http://www.defenselink.mil)

In the event of a terrorist attack or act of nature on American soil resulting in the release of chemical, biological, radiological, nuclear material or high-yield explosive (CBRNE) devices, the local law enforcement, fire, and emergency medical personnel who are first to respond may become quickly overwhelmed by the magnitude of the attack. The Department of Defense (DoD) has many unique warfighting support capabilities, both technical and operational, that could be used in support of State and local authorities, if requested by FEMA to support and manage the consequences of such a domestic event.

Due to the increasing volatility of the threat and the time sensitivity associated with providing effective support to FEMA in domestic CBRNE incident, the Secretary of Defense appointed an Assistant to the Secretary of Defense for Civil Support (ATSD[CS]). The ATSD(CS) serves as the principal staff assistant and civilian advisor to the Secretary of Defense and Deputy Secretary of Defense for the oversight of policy, requirements, priorities, resources, and programs related to the DoD role in managing the consequences of a domestic incident involving the naturally occurring, accidental, or deliberate release of chemical, biological, radiological, nuclear material or high-yield explosives.

When requested, the DoD will provide its unique and extensive resources in accordance with the following principles. First, DoD will ensure an unequivocal chain of responsibility, authority, and accountability for its actions to ensure the American people that the military will follow the basic constructs of lawful action when an emergency occurs. Second, in the event of a catastrophic CBRNE event, DoD will always play a supporting role to the LFA in accordance with all applicable law and plans. Third, DoD support will emphasize its natural role, skills, and structures to mass mobilize and provide logistical support. Fourth, DoD will purchase equipment and provide support in areas that are largely related to its warfighting mission. Fifth, reserve component forces are DoD's forward-deployed forces for domestic consequence management.

All official requests for DoD support to CBRNE consequence management (CM) incidents are made by the LFA to the Executive Secretary of the Department of Defense. While the LFA may submit the requests for DoD assistance through other DoD channels, immediately upon receipt, any request that comes to any DoD element shall be forwarded to the Executive Secretary. In each instance the Executive Secretary will take the necessary action so that the Deputy Secretary can determine whether the incident warrants special operational management. In such instances, upon issuance of Secretary of Defense guidance to the Chairman of the Joint Chiefs of Staff (CJCS), the Joint Staff will translate the Secretary's decisions into military orders for these CBRNE-CM events, under the policy oversight of the ATSD(CS). If the Deputy Secretary of Defense determines that DoD support for a particular CBRNE-CM incident does not require special consequence management procedures, the Secretary of the Army will exercise authority as the DoD Executive Agent through normal Director of Military Support, Military Support to Civil Authorities (MSCA) procedures, with policy oversight by the ATSD(CS).

As noted above, DoD assets are tailored primarily for the larger warfighting mission overseas. But in recognition of the unique challenges of responding to a domestic CBRNE incident, the Department established a standing Joint Task Force for Civil Support (JTF-CS) headquarters at the United States Joint Forces Command, to plan for and integrate DoD's consequence management support to the LFA for events in the continental United States. The United States Pacific Command and United States Southern Command have parallel responsibilities for providing military assistance to civil authorities for States, territories, and possessions outside the continental United States. Specific units with skills applicable to a domestic consequence management role can be found in the Rapid Response Information System (RRIS) database maintained by FEMA. Capabilities include detection, decontamination, medical, and logistics.

Additionally, DoD has established 10 Weapons of Mass Destruction Civil Support Teams (WMD-CST), each composed of 22 well-trained and equipped full-time National Guard personnel. Upon Secretary of Defense certification, one WMD-CST will be stationed in each of the 10 FEMA regions around the country, ready to provide support when directed by their respective governors. Their mission is to deploy rapidly, assist local responders in determining the precise nature of an attack, provide expert technical advice, and help pave the way for the identification and arrival of follow-on military assets. By Congressional direction, DoD is in the process of establishing and training an additional 17 WMD-CSTs to support the U.S. population. Interstate agreements provide a process for the WMD-CST and other National Guard assets to be used by neighboring states. If national security requirements dictate, these units may be transferred to Federal service.

## **E. DEPARTMENT OF ENERGY (DOE)**

Through its Office of Emergency Response, the DOE manages radiological emergency response assets that support both crisis and consequence management response in the event of an incident involving a WMD. The DOE is prepared to respond immediately to any type of radiological accident or incident with its radiological emergency response assets.\* Through its Office of Nonproliferation and National Security, the DOE coordinates activities in nonproliferation, international nuclear safety, and communicated threat assessment. DOE maintains the following capabilities that support domestic terrorism preparedness and response.

Web site: [www.dp.doe.gov/emergencyresponse/](http://www.dp.doe.gov/emergencyresponse/)

1. **Aerial Measuring System (AMS).** Radiological assistance operations may require the use of aerial monitoring to quickly determine the extent and degree of the dispersal of airborne or deposited radioactivity or the location of lost or diverted radioactive materials. The AMS is an aircraft-operated radiation detection system that uses fixed-wing aircraft and helicopters equipped with state-of-the-art technology instrumentation to track, monitor, and sample airborne radioactive plumes and/or

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\* For facilities or materials regulated by the Nuclear Regulatory Commission (NRC), or by an NRC Agreement State, the technical response is led by NRC as the LFA (in accordance with the Federal Radiological Emergency Response Plan) and supported by DOE as needed.

detect and measure radioactive material deposited on the ground. The AMS capabilities reside at both Nellis Air Force Base near Las Vegas, Nevada, and Andrews Air Force Base near Washington, D.C. The fixed-wing aircraft provide a rapid assessment of the contaminated area, whereas the helicopters provide a slower, more detailed and accurate analysis of the contamination.

2. **Atmospheric Release Advisory Capability (ARAC).** Radiological assistance operations may require the use of computer models to assist in estimating early phase radiological consequences of radioactive material accidentally released into the atmosphere. The ARAC is a computer-based atmospheric dispersion and deposition modeling capability operated by Lawrence Livermore National Laboratory (LLNL). The ARAC's role in an emergency begins when a nuclear, chemical, or other hazardous material is, or has the potential of being, released into the atmosphere. The ARAC's capability consists of meteorologists and other technical staff using three-dimensional computer models and real-time weather data to project the dispersion and deposition of radioactive material in the environment. The ARAC's computer output consists of graphical contour plots showing predicted estimates for instantaneous air and ground contamination levels, air immersion and ground-level exposure rates, and integrated effective dose equivalents for individuals or critical populations. The plots can be overlaid on local maps to assist emergency response officials in deciding what protective actions are needed to effectively protect people and the environment. Protective actions could impact distribution of food and water sources and include sheltering and evacuating critical population groups. The ARAC's response time is typically 30 minutes to 2 hours after notification of an incident.
  3. **Accident Response Group (ARG).** ARG is DOE's primary emergency response capability for responding to emergencies involving United States nuclear weapons. The ARG, which is managed by the DOE Albuquerque Operations Office, is composed of a cadre of approximately 300 technical and scientific experts, including senior scientific advisors, weapons engineers and technicians, experts in nuclear safety and high-explosive safety, health physicists, radiation control technicians, industrial hygienists, physical scientists, packaging and transportation specialists, and other specialists from the DOE weapons complex. ARG members will deploy with highly specialized, state-of-the-art equipment for weapons recovery and monitoring operations. The ARG deploys on military or commercial aircraft using a time-phased approach. The ARG advance elements are ready to deploy within four hours of notification. ARG advance elements focus on initial assessment and provide preliminary advice to decision makers. When the follow-on elements arrive at the emergency scene, detailed health and safety evaluations and operations are performed and weapon recovery operations are initiated.
  4. **Federal Radiological Monitoring and Assessment Center (FRMAC).** For major radiological emergencies impacting the United States, the DOE establishes a FRMAC. The center is the control point for all Federal assets involved in the monitoring and assessment of offsite radiological conditions. The FRMAC provides
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- support to the affected states, coordinates Federal offsite radiological environmental monitoring and assessment activities, maintains a technical liaison with Tribal nations and State and local governments, responds to the assessment needs of the LFA, and meets the statutory responsibilities of the participating Federal agency.
5. **Nuclear Emergency Search Team (NEST).** NEST is DOE's program for dealing with the technical aspects of nuclear or radiological terrorism. A NEST consists of engineers, scientists, and other technical specialists from the DOE national laboratories and other contractors. NEST resources are configured to be quickly transported by military or commercial aircraft to worldwide locations and prepared to respond 24 hours a day using a phased and flexible approach to deploying personnel and equipment. The NEST is deployable within four hours of notification with specially trained teams and equipment to assist the FBI in handling nuclear or radiological threats. Response teams vary in size from a five person technical advisory team to a tailored deployment of dozens of searchers and scientists who can locate and then conduct or support technical operations on a suspected nuclear device. The NEST capabilities include intelligence, communications, search, assessment, access, diagnostics, render-safe operations, operations containment/damage mitigation, logistics, and health physics.
  6. **Radiological Assistance Program (RAP).** Under the RAP, the DOE provides, upon request, radiological assistance to DOE program elements, other Federal agencies, State, Tribal, and local governments, private groups, and individuals. RAP provides resources (trained personnel and equipment) to evaluate, assess, advise, and assist in the mitigation of actual or perceived radiation hazards and risks to workers, the public, and the environment. RAP is implemented on a regional basis, with regional coordination between the emergency response elements of the States, Tribes, other Federal agencies, and DOE. Each RAP Region maintains a minimum of three RAP teams, which are comprised of DOE and DOE contractor personnel, to provide radiological assistance within their region of responsibility. RAP teams consist of volunteer members who perform radiological assistance duties as part of their formal employment or as part of the terms of the contract between their employer and DOE. A fully configured team consists of seven members, to include one Team Leader, one Team Captain, four health physics survey/support personnel, and one Public Information Officer. A RAP team may deploy with two or more members depending on the potential hazards, risks, or the emergency or incident scenario. Multiple RAP teams may also be deployed to an accident if warranted by the situation.
  7. **Radiation Emergency Assistance Center/Training Site (REAC/TS).** The REAC/TS is managed by DOE's Oak Ridge Institute for Science and Education in Oak Ridge, Tennessee.. The REAC/TS maintains a 24-hour response center staffed with personnel and equipment to support medical aspects of radiological emergencies. The staff consists of physicians, nurses, paramedics, and health physicists who provide medical consultation and advice and/or direct medical support at the accident scene. The REAC/TS capabilities include assessment and treatment of
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internal and external contamination, whole-body counting, radiation dose estimation, and medical and radiological triage.

8. **Communicated Threat Credibility Assessment.** DOE is the program manager for the Nuclear Assessment Program (NAP) at LLNL. The NAP is a DOE-funded asset specifically designed to provide technical, operational, and behavioral assessments of the credibility of communicated threats directed against the U.S. Government and its interests. The assessment process includes one-hour initial and four-hour final products which, when integrated by the FBI as part of its threat assessment process, can lead to a “go/no go” decision for response to a nuclear threat.

## **F. DEPARTMENT OF HEALTH AND HUMAN SERVICES (HHS)**

The Department of Health and Human Services (HHS), as the lead Federal agency for Emergency Support Function (ESF) #8 (health and medical services), provides coordinated Federal assistance to supplement State and local resources in response to public health and medical care needs following a major disaster or emergency. Additionally, HHS provides support during developing or potential medical situations and has the responsibility for Federal support of food, drug, and sanitation issues. HHS operational support to FEMA may include mass immunization, mass prophylaxis, mass fatality management, pharmaceutical support operations (National Pharmaceutical Stockpile), contingency medical records, patient tracking, and patient evacuation and definitive medical care provided through the National Disaster Medical System. Resources are furnished when State and local resources are overwhelmed and public health and/or medical assistance is requested from the Federal government.

HHS, in its primary agency role for ESF #8, coordinates the provision of Federal health and medical assistance to fulfill the requirements identified by the affected State/local authorities having jurisdiction. Included in ESF #8 is overall public health response; triage, treatment, and transportation of victims of the disaster; and evacuation of patients out of the disaster area, as needed, into a network of Military Services, Veterans Affairs, and pre-enrolled non-Federal hospitals located in the major metropolitan areas of the United States. ESF #8 utilizes resources primarily available from (1) within HHS, (2) ESF #8 support agencies, (3) the National Disaster Medical System, and (4) specific non-Federal sources (major pharmaceutical suppliers, hospital supply vendors, international disaster response organizations, and international health organizations).

Under federal law, the Secretary of HHS has authority to regulate or prevent travel and shipments of goods between states in order to control the spread of communicable disease, including the authority to apprehend, detain, or conditionally release individuals with particular diseases. Within HHS, CDC has been delegated authority for interstate quarantine over persons, while FDA has regulatory authority over animals and other products that may transmit or spread communicable diseases.

Web site: [www.hhs.gov](http://www.hhs.gov)

1. **Office of Emergency Preparedness (OEP).** OEP manages and coordinates Federal health, medical, and health-related social service response and recovery to Federally declared disasters under the Federal Response Plan. The major functions of OEP include:
    - a. Coordination and delivery of Department-wide emergency preparedness activities, including continuity of government, continuity of operations, and emergency assistance during disasters and other emergencies;
    - b. Coordination of the health and medical response of the Federal government, in support of State and local governments, in the aftermath of terrorist acts involving WMD; and
    - c. Direction and maintenance of the medical response component of the National Disaster Medical System, including development and operational readiness capability of Disaster Medical Assistance Teams and other special teams that can be deployed as the primary medical response teams in case of disasters.
  
  2. **Centers for Disease Control and Prevention (CDC).** CDC is the Federal agency responsible for protecting the public health of the country through prevention and control of diseases and for response to public health emergencies. CDC works with national and international agencies to eradicate or control communicable diseases and other preventable conditions. The CDC Bioterrorism Preparedness and Response Program oversees the agency's effort to prepare State and local governments to respond to acts of bioterrorism. In addition, CDC has designated emergency response personnel throughout the agency who are responsible for responding to biological, chemical, and radiological terrorism. CDC has epidemiologists trained to investigate and control outbreaks or illnesses, as well as laboratories capable of quantifying an individual's exposure to biological or chemical agents. CDC maintains the National Pharmaceutical Stockpile to respond to terrorist incidents within the United States.  
  
Web site: [www.cdc.gov](http://www.cdc.gov)
  
  3. **National Disaster Medical System (NDMS).** NDMS is a cooperative asset-sharing partnership between HHS, DoD, the Department of Veterans Affairs (VA), FEMA, State and local governments, and the private sector. The System has three components: direct medical care, patient evacuation, and the non-Federal hospital bed system. NDMS was created as a nationwide medical response system to supplement State and local medical resources during disasters and emergencies, provide backup medical support to the military and VA health care systems during an overseas conventional conflict, and to promote development of community-based disaster medical service systems. This partnership includes DoD and VA Federal Coordinating Centers, which provide patient beds, as well as 1,990 civilian hospitals. NDMS is also comprised of over 7,000 private-sector medical and support personnel organized into many teams across the nation. These teams and other special medical teams are deployed to provide immediate medical attention to the sick and injured during disasters, when local emergency response systems become overloaded.
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- a. **Disaster Medical Assistance Team (DMAT).** A DMAT is a group of professional and paraprofessional medical personnel (supported by a cadre of logistical and administrative staff) designed to provide emergency medical care during a disaster or other event. During a WMD incident, the DMAT provides clean area medical care in the form of medical triage and patient stabilization for transport to tertiary care.
- b. **National Medical Response Team—Weapons of Mass Destruction (NMRT-WMD).** The NMRT-WMD is a specialized response force designed to provide medical care following a nuclear, biological, and/or chemical incident. This unit is capable of providing mass casualty decontamination, medical triage, and primary and secondary medical care to stabilize victims for transportation to tertiary care facilities in a hazardous material environment. There are four such teams geographically dispersed throughout the United States.
- c. **Disaster Mortuary Operational Response Team (DMORT).** The DMORT is a mobile team of mortuary care specialists who have the capability to respond to incidents involving fatalities from transportation accidents, natural disasters, and/or terrorist events. The team provides technical assistance and supports mortuary operations as needed for mass fatality incidents.

## G. ENVIRONMENTAL PROTECTION AGENCY (EPA)

EPA is chartered to respond to WMD releases under the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) regardless of the cause of the release. EPA is authorized by the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA); the Oil Pollution Act; and the Emergency Planning and Community-Right-to Know Act to support Federal, State, and local responders in counterterrorism. EPA will provide support to the FBI during crisis management in response to a terrorist incident. In its crisis management role, the EPA On-Scene Commander (OSC) may provide the FBI Special Agent in Charge (SAC) with technical advice and recommendations, scientific and technical assessments, and assistance (as needed) to State and local responders. The EPA OSC will support FEMA during consequence management for the incident. EPA carries out its response according to the FRP, ESF #10, Hazardous Materials. The OSC may request an Environmental Response Team that is funded by EPA if the terrorist incident exceeds available local and regional resources. EPA is the chair for the National Response Team (NRT).

The following EPA reference material and planning guidance is recommended for State, Tribal, and local planners:

- Thinking About Deliberate Releases: Steps Your Community Can Take, 1995 (EPA 550-F-95-001).

- Environmental Protection Agency's Role in Counterterrorism Activities, 1998 (EPA 550-F-98-014).
- Hazardous Materials Emergency Planning Guide (NRT-1), prepared by the National Response Team, available at <http://www.nrt.org>.
- LEPCs and Deliberate Releases: Addressing Terrorist Activities in the Local Emergency Plan, available at <http://www.epa.gov/ceppo/factsheets/lepccct.pdf>.

Web site: [www.epa.gov](http://www.epa.gov)

## H. DEPARTMENT OF AGRICULTURE

It is the policy of the U.S. Department of Agriculture (USDA) to be prepared to respond swiftly in the event of national security, natural disaster, technological, and other emergencies at the national, regional, State, and county levels to provide support and comfort to the people of the United States. USDA has a major role in ensuring the safety of food for all Americans. One concern is bio-terrorism and its effect on agriculture in rural America, namely crops in the field, animals on the hoof, and food safety issues related to food in the food chain between the slaughter house and/or processing facilities and the consumer.

Web site: [www.usda.gov](http://www.usda.gov)

1. **The Office of Crisis Planning and Management (OCPM).** This USDA office coordinates the emergency planning, preparedness, and crisis management functions and the suitability for employment investigations of the Department. It also maintains the USDA Continuity of Operations Plan (COOP).
  2. **USDA State Emergency Boards (SEBs).** The SEBs have responsibility for coordinating USDA emergency activities at the State level.
  3. **The Farm Service Agency.** This USDA agency develops and administers emergency plans and controls covering food processing, storage, and wholesale distribution; distribution and use of seed; and manufacture, distribution, and use of livestock and poultry feed.
  4. **The Food and Nutrition Service (FNS).** This USDA agency provides food assistance in officially designated disaster areas upon request by the designated State agency. Generally, the food assistance response from FNS includes authorization of Emergency Food Stamp Program benefits and use of USDA-donated foods for emergency mass feeding and household distribution, as necessary. FNS also maintains a current inventory of USDA-donated food held in Federal, State, and commercial warehouses and provides leadership to the FRP under ESF #11, Food.
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5. **Food Safety and Inspection Service.** This USDA agency inspects meat/meat products, poultry/poultry products, and egg products in slaughtering and processing plants; assists the Food and Drug Administration in the inspection of other food products; develops plans and procedures for radiological emergency response in accordance with the Federal Radiological Emergency Response Plan (FRERP); and provides support, as required, to the FRP at the national and regional levels.
  6. **Natural Resources Conservation Service.** This USDA agency provides technical assistance to individuals, communities, and governments relating to proper use of land for agricultural production; provides assistance in determining the extent of damage to agricultural land and water; and provides support to the FRP under ESF #3, Public Works and Engineering.
  7. **Agricultural Research Service (ARS).** This USDA agency develops and carries out all necessary research programs related to crop or livestock diseases; provides technical support for emergency programs and activities in the areas of planning, prevention, detection, treatment, and management of consequences; provides technical support for the development of guidance information on the effects of radiation, biological, and chemical agents on agriculture; develops and maintains a current inventory of ARS controlled laboratories that can be mobilized on short notice for emergency testing of food, feed, and water safety; and provides biological, chemical, and radiological safety support for USDA.
  8. **Economic Research Service.** This USDA agency, in cooperation with other departmental agencies, analyzes the impacts of the emergency on the U.S. agricultural system, as well as on rural communities, as part of the process of developing strategies to respond to the effects of an emergency.
  9. **Rural Business-Cooperative Service.** This USDA agency, in cooperation with other government agencies at all levels, promotes economic development in affected rural areas by developing strategies that respond to the conditions created by an emergency.
  10. **Animal and Plant Health Inspection Service.** This USDA agency protects livestock, poultry, crops, biological resources, and products thereof, from diseases, pests, and hazardous agents (biological, chemical, and radiological); assesses the damage to agriculture of any such introduction; and coordinates the utilization and disposal of livestock and poultry exposed to hazardous agents.
  11. **Cooperative State Research, Education and Extension Service (CSREES).** This USDA agency coordinates use of land-grant and other cooperating State college, and university services and other relevant research institutions in carrying out all responsibilities for emergency programs. CSREES administers information and education services covering (a) farmers, other rural residents, and the food and agricultural industries on emergency needs and conditions; (b) vulnerability of crops and livestock to the effects of hazardous agents (biological, chemical, and
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- radiological); and (c) technology for emergency agricultural production. This agency maintains a close working relationship with the news media. CSREES will provide guidance on the most efficient procedures to assure continuity and restoration of an agricultural technical information system under emergency conditions.
12. **Rural Housing Service.** This USDA agency will assist the Department of Housing and Urban Development by providing living quarters in unoccupied rural housing in an emergency situation.
  13. **Rural Utilities Service.** This USDA agency will provide support to the FRP under ESF #12, Energy, at the national level.
  14. **Office of Inspector General (OIG).** This USDA office is the Department's principal law enforcement component and liaison with the FBI. OIG, in concert with appropriate Federal, State, and local agencies, is prepared to investigate any terrorist attacks relating to the nation's agriculture sector, to identify subjects, interview witnesses, and secure evidence in preparation for Federal prosecution. As necessary, OIG will examine USDA programs regarding counterterrorism-related matters.
  15. **Forest Service (FS).** This USDA agency will prevent and control fires in rural areas in cooperation with State, local, and Tribal governments, and appropriate Federal departments and agencies. They will determine and report requirements for equipment, personnel, fuels, chemicals, and other materials needed for carrying out assigned duties. The FS will furnish personnel and equipment for search and rescue work and other emergency measures in national forests and on other lands where a temporary lead role will reduce suffering or loss of life. The FS will provide leadership to the FRP under ESF #4, Firefighting, and support to the Emergency Support Functions, as required, at the national and regional levels. FS will allocate and assign radio frequencies for use by agencies and staff offices of USDA. FS will also operate emergency radio communications systems in support of local, regional, and national firefighting teams. Lastly, the FS law enforcement officers can serve as support to OIG in major investigations of acts of terrorism against agricultural lands and products.

## I. NUCLEAR REGULATORY COMMISSION

The Nuclear Regulatory Commission (NRC), in accordance with the Federal Radiological Emergency Response Plan, retains Federal lead responsibility for facilities or materials regulated by the NRC or by an NRC Agreement State. The NRC's counterterrorism-specific role, at these facilities or material sites, is to exercise the Federal lead for radiological safety while supporting other Federal, State and local agencies in Crisis and Consequence Management.

Web site: [www.nrc.gov](http://www.nrc.gov)

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1. **Radiological Safety Assessment.** The NRC will provide the facility (or for materials, the user) technical advice to ensure onsite measures are taken to mitigate offsite consequences. The NRC will serve as the primary Federal source of information regarding on-site radiological conditions and off-site radiological effects. The NRC will support the technical needs of other agencies by providing descriptions of devices or facilities containing radiological materials and assessing the safety impact of terrorist actions and of proposed tactical operations of any responders. Safety assessments will be coordinated through NRC liaison at the Domestic Emergency Support Team (DEST), Strategic Information and Operations Center (SIOC), Command Post (CP), and Joint Operations Center (JOC).
2. **Protective Action Recommendations.** The licensee and State have the primary responsibility for recommending and implementing, respectively, actions to protect the public. They will, if necessary, act, without prior consultation with Federal officials, to initiate protective actions for the public and responders. The NRC will contact State and local authorities and offer advice and assistance on the technical assessment of the radiological hazard and, if requested, provide advice on protective actions for the public. The NRC will coordinate any recommendations for protective actions through NRC liaison at the CP or JOC.
3. **Responder Radiation Protection.** The NRC will assess the potential radiological hazards to any responders and coordinate with the facility radiation protection staff to ensure that personnel responding to the scene are observing the appropriate precautions.
4. **Information Coordination.** The NRC will supply other responders and government officials with timely information concerning the radiological aspects of the event. The NRC will liaison with the Joint Information Center to coordinate information concerning the Federal response.

## J. DEPARTMENT OF LABOR

1. **Occupational Safety and Health Administration.** Under its mandate to help protect the safety and health of workers, the Occupational Safety and Health Administration (OSHA) can provide resources to help protect rescue and recovery workers following a terrorist attack. Activities include monitoring and sampling for hazards, analyzing the resulting air and bulk samples at OSHA's technical center, and disseminating sampling results; distributing respirators and conducting quantitative fit testing of negative pressure respirators; conducting assessments of the hazards and potential health and safety risks to workers involved in rescue and recovery at a terrorist attack site; distributing hard hats, safety glasses and goggles, gloves, and other personal protective equipment at the site of an explosive or incendiary attack; and inspecting cranes and riggings for hazards.

The Department of Labor can also fund training programs to help protect responders from biological or chemical hazards. Development of an anthrax/biohazard cleanup

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training program that utilizes OSHA and union expertise has been funded in the wake of the anthrax attacks in the autumn of 2001.

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**TAB D****HOTLINES AND ONLINE RESOURCES**

*Note: The Internet sites listed here are current as of January 2002. Users of this Tab should be aware that the Internet is a changing environment. New sites are added frequently. Sites also may be relocated or discontinued. Updated information on online resources will be provided through the FEMA web site, <http://www.fema.gov>.*

**A. TELEPHONE HOTLINES**

National Response Center Hotline (800-424-8802) A service that receives reports of oil, chemical, biological, and radiological releases and actual or potential domestic terrorism; provides technical assistance to emergency responders; and connects callers with appropriate Federal resources. The hotline operates 24 hours a day, 365 days a year.

Nuclear Regulatory Commission Operations Center (301-816-5100, collect calls accepted)  
Accepts reports of accidents involving radiological materials.

**B. INTERNET REFERENCE ADDRESSES**

Army Training Support Center (<http://www.atsc.army.mil>) Provides a digital library with approved training and doctrine information. Files include Field Manuals, Mission Training Plans, Soldier Training Pubs, and more.

Centers for Disease Control and Prevention (CDC) (<http://www.bt.cdc.gov>) Information regarding infectious diseases.

CBIAC: Chemical and Biological Defense Information and Analysis Center (<http://www.cbiac.apgea.army.mil/>) Collects, reviews, analyzes, and summarizes chemical warfare/contraband detection (CW/CBD) information.

Chemical and Biological Warfare – Health and Safety (<http://www.ntis.gov/products/health.html>) Department of Commerce National Technical Information Service (NTIS) site has references for chemical and biological agents, detoxification, decontamination, immunizations, etc.

Chemical Emergency Preparedness and Prevention Office (CEPPO) (<http://www.epa.gov/ceppo/>) Information on the CEPPO office, upcoming events, publications, legislation and regulations, and links to outside resources. Also contains information on accident prevention and risk management planning.

Chemical Transportation Emergency Center (CHEMTREC) (<http://www.cmahq.com>). Source of technical assistance from chemical product safety specialists, emergency response coordinators, toxicologists and other hazardous materials (HazMat) specialists.

FEMA – Bio, Toxic Agents, and Epidemic Hazards Reference ([www.fema.gov/emi/edu/biblo13.html](http://www.fema.gov/emi/edu/biblo13.html)) Emergency management-related bibliography on biological, toxic agents, and epidemic hazards.

FEMA – Emergency Management – Related Bibliography (<http://www.fema.gov/emi/edu/biblo12.htm>) Currently 35 links to various emergency management-related bibliographies. At least 10 of these relate to WMD.

FEMA – Rapid Response Information System (<http://www.fema.gov/rris/index.htm>) Extensive centralized database that can be used as a reference guide training aid, and overall planning and training resource for response to a chemical, biological, or nuclear terrorism incident. Comprised of seven databases, consisting of chemical and biological agents' and radiological materials' characteristics, first aid measures, Federal response capabilities, training course information, and other Federal information sources concerning potential weapons of mass destruction.

Federal Radiological Emergency Response Plan (available from the National Archives and Records Administration: [http://www.access.gpo.gov/su\\_docs/aces/aces140.html](http://www.access.gpo.gov/su_docs/aces/aces140.html); select 1996 Federal Register, Vol. 61, Notices, May 08, 1996; search on “Radiological Emergency Response”)

Office of Homeland Security (<http://www.whitehouse.gov/homeland/>) Provides latest homeland security developments.

Soldier and Biological Chemical Command (SBCCOM) (<http://www.apgea.army.mil>) Information on chemical/biological defense equipment and chemical agents. (1) *Planning Guidance for The Chemical Stockpile Emergency Preparedness Program* (at [www.apgea.army.mil/biblio/planning/CSEPP\\_Planning\\_Guidance.pdf](http://www.apgea.army.mil/biblio/planning/CSEPP_Planning_Guidance.pdf)) contains information concerning planning regarding response to releases of chemical agents. (2) Selecting “Homeland Defense” provides links to WMD responder training courses. (3) This site also provides the *CSEPP Memorandum of Agreement and Memorandum of Understanding (MOA/MOU) Guide*, published jointly by FEMA and SBCCOM in May 1999 (<http://csepp.apgea.army.mil/biblio/>).

U.S. Army Center for Health Promotion and Preventive Medicine (CHPPM) (<http://chppm-www.apgea.army.mil>) Home Page providing links especially requests for CHPPM services. Links connect to Directorates of Environmental Health Engineering, Health Promotion and Wellness, Laboratory Sciences, Occupational Health, and Toxicology.

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U.S. Army Medical Research and Development (R&D) Command (<http://MRMC-www.army.mil>) Links include military infectious disease, chemical and biological links, scientific and technical reports, and Web site links.

U.S. Army Medical Research Institute of Chemical Defense (<http://chemdef.apgea.army.mil/>) Provides data links to open literature for medical management of chemical casualties and assay techniques for chemical agents.

U.S. Army Medical Research Institute of Infectious Diseases (<http://www.usamriid.army.mil>) Provides links to Medical Command (MEDCOM), Ebola site, outbreak reporting site, CDC, Defense Technical Information Center (DTIC), U.S. Army, and more.

## C. CROSS-REFERENCE WEB SITES

### 1. Federal Departments/Agencies

#### a. Environmental Protection Agency (EPA)

- (1) EPA's Chemical Emergency and Prevention Office (CEPPO). CEPPO provides leadership, advocacy, and assistance to prevent and prepare for chemical emergencies, respond to environmental crises, and inform the public about chemical hazards in their community. <http://www.epa.gov/ceppo/>
- (2) EPA's Environmental Response Team (ERT). The ERT is a group of skilled experts in environmental emergencies who provide on-scene assistance on a "round-the-clock" basis to deal with environmental disasters. <http://www.ert.org/>
- (3) EPA's Role in Counterterrorism. This Web site describes EPA's counterterrorism efforts and shares relevant counterterrorism information and resources. <http://www.epa.gov/ceppo/cntr-ter.html>

#### b. Department of Defense (DoD)

- (1) DoD's Chemical and Biological Defense Information Analysis Center. This Web site is DoD's focal point for chemical and biological warfare information. <http://www.cbiac.apgea.army.mil/>
  - (2) DoD's Counterproliferation: Chem Bio Defense. This is a DoD "webnetwork" on nuclear, biological, and chemical (NBC) defense. <http://www.acq.osd.mil/cp/>
  - (3) DoD's Hazardous Technical Information Services (HTIS). HTIS is a service of the Defense Logistics Agency, located in Richmond, Virginia. <http://www.dscr.dla.mil/htis/htis.htm>
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- (4) DoD's Medical (Army Surgeon General). This Web site contains extensive medical documents, training materials, audiovisual clips, a search engine, and links to other sites. <http://www.nbc-med.org>

**c. Department of Justice (DOJ)**

- (1) Federal Bureau of Investigation (FBI)
  - (a) Awareness of National Security Issues and Response Program (ANSIR). The ANSIR is the "public voice" of the FBI for espionage, cyber and physical infrastructure protection. <http://www.fbi.gov/hq/nsd/ansir/ansir.htm>
  - (b) National Domestic Preparedness Office (NDPO). The NDPO Web site provides a location for information regarding the available Federal training and programs intended to enhance the capabilities of the public safety community in dealing with weapons of mass destruction (WMD). The NDPO mission, members, services, newsletter, and recommended links are contained on this site. <http://www.ndpo.gov>
- (2) Office for Domestic Preparedness (ODP). ODP provides technical assistance to States and local jurisdictions to enhance their ability to develop, plan, and implement a program for WMD preparedness. <http://www.ojp.usdoj.gov/odp/>

**d. Federal Emergency Management Agency (FEMA)**

- (1) Backgrounder: Terrorism. This FEMA Web site provides basic background information on terrorism-related issues. <http://www.fema.gov/library/terror.htm>
  - (2) Terrorism Annex to the Federal Response Plan. The site includes the full text of the Annex in PDF format that can be downloaded and reproduced. <http://www.fema.gov/r-n-r/frp/frpterr.pdf>
  - (3) United States Government Interagency Domestic Terrorism Concept of Operations Plan. The link provides the full text of the plan, which is designed to provide information to Federal, State, and local agencies on how the Federal government will respond to potential or actual terrorism threats. The document is in PDF format and can be downloaded and reproduced. <http://www.fema.gov/r-n-r/conplan/>
  - (4) Contingency and Consequence Management Planning for Year 2000 Conversion: A Guide for State and Local Emergency Managers. This document contains guidance relevant to developing contingency and
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consequence management plans for cyber terrorism, e.g., for handling interruptions and restoring critical services.

<http://www.fema.gov/y2k/ccmp.htm>

FEMA's Rapid Response Information System (RRIS). This Web site provides descriptions and links to eight major chemical and biological agent resources. <http://www.fema.gov/rris/reflib2.htm#chembio>

- (5) National Fire Academy. The National Fire Academy homepage provides links to the course catalog and to specific courses and job aids relating to terrorism preparedness. <http://www.usfa.fema.gov/nfa/>
- (6) FEMA's Emergency Response to Terrorism Self-Study Course. This Web site provides a link to a self-study course designed to provide basic awareness training to prepare first responders to respond safely and effectively to incidents of terrorism. [http://www.usfa.fema.gov/nfa/tr\\_ertss1.htm](http://www.usfa.fema.gov/nfa/tr_ertss1.htm)
- (7) FEMA Emergency Management Institute. This institute offers a range of courses on managing the emergency consequences of terrorism. <http://www.fema.gov/emi>.

e. **Department of Health and Human Services**

- (1) Office of Emergency Preparedness / National Disaster Medical System – The website provides information on current and previous disaster responses, counter terrorism programs and links to other Federal sites. <http://www.oep-ndms.dhhs.gov>
- (2) Centers for Disease Control and Prevention (CDC), Bioterrorism Preparedness and Response Program – The website provides information on bioterrorism preparedness issues, response planning and recent publications related to bioterrorism. <http://www.bt.cdc.gov>

CDC also provides helpful (though not comprehensive) lists of chemical and biological agents that might be used by terrorists. These lists are included in "Biological and Chemical Terrorism: Strategic Plan for Preparedness and Response," in CDC's *Morbidity and Mortality Weekly Report*, April 21, 2000 (Vol. 49, No. RR-4).

[http://www.cdc.gov/mmwr/mmwr\\_rr.html](http://www.cdc.gov/mmwr/mmwr_rr.html)

CDC's National Institute for Occupational Safety and Health (NIOSH) Web site contains information to help protect the safety and health of emergency responders, such as guidance for supervisors at disaster rescue sites. <http://www.cdc.gov/niosh/emres01.html>

- (4) Metropolitan Medical Response System (MMRS) – Although the MMRS program is locally controlled, this website provides information which will assist any local, State or Federal planner or responder working with domestic preparedness issues. <http://www.mmrs.hhs.gov>
- (5) National Library of Medicine. The MEDLINEplus system contains links to various Web sites addressing chemical and biological weapons. <http://www.nlm.nih.gov/medlineplus/biologicalandchemicalweapons.html>

## 2. Other Resources

- a. Critical Infrastructure Assurance Office. This Web site provides information on the Administration's current initiatives in critical infrastructure protection. <http://www.ciao.gov>
  - b. DOE Office of Civilian Radiation Waste Management. This Web site provides a range of radiation-related information. <http://www.rw.doe.gov/>
  - c. U.S. Department of Energy (DOE) and International Association of Fire Fighters (IAFF). This Web site presents a course developed by IAFF for DOE, called Training for Radiation Emergencies. It is intended for emergency responders who may be called upon to response to radiological transportation incidents. <http://tis.eh.doe.gov/fire/fro/fro.html>
  - d. National Response Team (NRT). The NRT Web site contains information about standing NRT committees, the Regional Response Teams (RRTs), upcoming events, and NRT publications. <http://www.nrt.org/>
  - e. Organisation for the Prohibition of Chemical Weapons (OPCW). The OPCW was created by Article VIII of the Chemical Weapons Convention to achieve the object and purpose of the Convention. Fact-finding files contain information on chemical warfare agents, protection against chemical weapons, and chemical accidents. <http://www.opcw.nl/chemhaz>.
  - f. U.S. Department of Agriculture. This Web site on biosecurity contains information about animal diseases that might be spread by terrorists and biosecurity measures that can be taken. <http://www.usda.gov/biosecurity/materials.html>
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**TAB E****WMD INCIDENT INDICATIONS AND FIRST RESPONDER CONCERNS**

**NOTE:** Extensive additional information on weapons of mass destruction (WMD) hazards and response, including information addressing first responder concerns, is available from various commercial publishers.

**A. BIOLOGICAL**

1. **Indications.** Indicators that a WMD incident involving biological agents has taken place may take days or weeks to manifest themselves, depending on the biological toxin or pathogen involved. The Centers for Disease Control and Prevention (CDC) recently developed the following list of epidemiologic clues that may signal a bioterrorist event:
    - a. Large number of ill persons with a similar disease or syndrome.
    - b. Large numbers of unexplained disease, syndrome, or deaths.
    - c. Unusual illness in a population or workplace.
    - d. Higher morbidity and mortality than expected with a common disease or syndrome.
    - e. Failure of a common disease to respond to usual therapy.
    - f. Single case of disease caused by an uncommon agent.
    - g. Multiple unusual or unexplained disease entities coexisting in the same patient without other explanation.
    - h. Disease with an unusual geographic or seasonal distribution.
    - i. Multiple atypical presentations of disease agents.
    - j. Similar genetic type among agents isolated from temporally or spatially distinct sources.
    - k. Unusual, atypical, genetically engineered, or antiquated strain of agent.
    - l. Endemic disease with unexplained increase in incidence.
    - m. Simultaneous clusters of similar illness in noncontiguous areas, domestic or foreign.
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- n. Atypical aerosol, food, water, or powder transmission.
  - o. Ill people presenting near the same time.
  - p. Deaths or illness among animals that precedes or accompanies illness or death in humans.
  - q. No illness in people not exposed to common ventilation systems, but illness among those people in proximity to the systems.
2. **First Responder Concerns**
- a. The most practical method of initiating widespread infection using biological agents is through aerosolization, where fine particles are sprayed over or upwind of a target where the particles may be inhaled. An aerosol may be effective for some time after delivery, since it will be deposited on clothing, equipment, and soil. When the clothing is used later, or dust is stirred up, responding personnel may be subject to “secondary” contamination.
  - b. Biological agents may be able to use portals of entry into the body other than the respiratory tract. Individuals may be infected by ingestion of contaminated food and water, or even by direct contact with the skin or mucous membranes through abraded or broken skin. Use protective clothing or commercially available Level C clothing. Protect the respiratory tract through the use of a mask with biological high-efficiency particulate air (HEPA) filters.
  - c. Exposure to biological agents, as noted above, may not be immediately apparent. Casualties may occur minutes, hours, days, or weeks after an exposure has occurred. The time required before signs and symptoms are observed is dependent on the agent used. While symptoms will be evident, often the first confirmation will come from blood tests or by other diagnostic means used by medical personnel.

## B. CHEMICAL

1. **Indications.** The following may indicate a potential chemical WMD has been released. There may be one or more of these indicators present.
    - a. An unusually large or noticeable number of sick or dead wildlife. These may range from pigeons in parks to rodents near trash containers.
    - b. Lack of insect life. Shorelines, puddles, and any standing water should be checked for the presence of dead insects.
    - c. Considerable number of persons experiencing water-like blisters, weals (like bee-stings), and/or rashes.
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- d. Numbers of individuals exhibiting serious health problems, ranging from nausea, excessive secretions (saliva, diarrhea, vomiting), disorientation, and difficulty breathing to convulsions and death.
  - e. Discernable pattern to the casualties. This may be “aligned” with the wind direction or related to where the weapon was released (indoors/outdoors).
  - f. Presence of unusual liquid droplets, e.g., surfaces exhibit oily droplets or film or water surfaces have an oily film (with no recent rain).
  - g. Unscheduled spraying or unusual application of spray.
  - h. Abandoned spray devices, such as chemical sprayers used by landscaping crews.
  - i. Presence of unexplained or unusual odors (where that particular scent or smell is not normally noted).
  - j. Presence of low-lying clouds or fog-like condition not compatible with the weather.
  - k. Presence of unusual metal debris—unexplained bomb/munitions material, particularly if it contains a liquid.
  - l. Explosions that disperse or dispense liquids, mists, vapors, or gas.
  - m. Explosions that seem to destroy only a package or bomb device.
  - n. Civilian panic in potential high-profile target areas (e.g., government buildings, mass transit systems, sports arenas, etc.).
  - o. Mass casualties without obvious trauma.
2. **First Responder Concerns.** The first concern must be to recognize a chemical event and protect the first responders. Unless first responders recognize the danger, they will very possibly become casualties in a chemical environment. It may not be possible to determine from the symptoms experienced by affected personnel which chemical agent has been used. Chemical agents may be combined and therefore recognition of agents involved becomes more difficult.
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**C. NUCLEAR/RADIOLOGICAL**

1. **Indications.** Radiation is an invisible hazard. There are no initial characteristics or properties of radiation itself that are noticeable. Unless the nuclear/radiological material is marked to identify it as such, it may be some time before the hazard has been identified as radiological.
2. **First Responder Concerns.** While there is no single piece of equipment that is capable of detecting all forms of radiation, there are several different detectors for each type of radiation. Availability of this equipment, in addition to protective clothing and respiratory equipment, is of great concern to first responders.

**D. EXPLOSIVE/INCENDIARY**

1. **Indications.** Explosions and fires are sensate. They are readily seen and heard
  2. **First Responder Concerns.**
    - a. Emergency response units tend to be thin at the leadership level. Commanders may be tempted to leave their command posts to participate directly in lifesaving activities that should be performed by their staffs. Commanders should show discipline, not put themselves at undue risk, and continue to lead the response until relieved.
    - b. Explosions and incendiary devices can cause fires. Thus one concern of first responders is to extinguish fires and rescue persons endangered by fire without putting themselves at undue risk. Fires may initiate secondary explosions, which may put secondary responders at risk of harm from blast.
    - c. The incendiary terrorist attack on the World Trade Center (WTC) demonstrated that intense heat can cause skyscrapers to collapse. First responders can be harmed by the collapsing structure or by the consequential spread of debris.
    - d. In the incendiary attack on the World Trade Center a 42-story building (WTC Building 7) collapsed although it was not directly struck by an airplane. Some engineers believe that falling debris from the buildings struck caused ignition of tank of diesel fuel (for emergency generators) that was a factor in the collapse.<sup>1</sup> Such diesel generators are common sources of emergency power and in large buildings may require tanks with tens of thousands of gallons of diesel fuel. First responders should be cognizant of possible collapse of adjacent buildings in defining the area of risk and in locating incident command posts.
    - e. Terrorist attacks employing explosives, especially those involving suicide bombers and car bombs may include secondary devices targeted against responders.
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- e. A number of first responders to the attack on the World Trade Center became ill from inhalation of health endangering particulates and aerosols. Sampling by the Occupational Health and Safety Administration (OSHA) found some samples of respirable silica to be above OSHA limit and instances of overexposure to copper, iron oxide, lead, and cadmium<sup>2</sup>. First responders should be concerned about being equipped with appropriate personnel protective equipment (PPE) including respirators.
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**TAB F****POTENTIAL AREAS OF VULNERABILITY**

Areas at risk may be determined by several points: population, accessibility, criticality (to everyday life), economic impact, and symbolic value. The identification of such vulnerable areas should be coordinated with the Federal Bureau of Investigation (FBI).

<b>Traffic</b>	<p>Determine which roads/tunnels/bridges carry large volumes of traffic.</p> <p>Identify points of congestion that could impede response or place citizens in a vulnerable area.</p> <p>Note time of day and day of week this activity occurs.</p>
<b>Trucking and Transport Activity</b>	<p>Note location of hazardous materials (HazMat) cargo loading/unloading facilities.</p> <p>Note vulnerable areas such as weigh stations and rest areas this cargo may transit.</p>
<b>Waterways</b>	<p>Map pipelines and process/treatment facilities (in addition to dams already mentioned).</p> <p>Note berths and ports for cruise ships, roll-on/roll-off cargo vessels, and container ships.</p> <p>Note any international (foreign) flagged vessels (and cargo they carry) that conduct business in the area.</p> <p><b>NOTE:</b> The Harbor and Port Authorities, normally involved in emergency planning, should be able to facilitate obtaining information on the type of vessels and the containers they carry.</p>
<b>Airports</b>	<p>Note information on carriers, flight paths, airport layout, and types of aircraft that use the facility.</p> <p>Annotate location of air traffic control (ATC) tower, runways, passenger terminal, and parking areas.</p>

<b>Trains/Subways</b>	<p>Note location of rails and lines, interchanges, terminals, tunnels, and cargo/passenger terminals.</p> <p>Note any HazMat material that may be transported via rail.</p> <p>Note location of subway stations and ventilation control systems.</p>
<b>Government Facilities</b>	<p>Note location of Federal/State/local government offices.</p> <p>Include locations of post office, law enforcement stations, fire/rescue, town/city hall, and local mayor/governor's residences.</p> <p>Note judicial offices and courts as well.</p> <p>Note locations of monuments memorial structures and prominent governmental symbols.</p>
<b>Recreation Facilities</b>	<p>Map sports arenas, theaters, malls, special interest group facilities, and locations of special events.</p>
<b>Symbolic Buildings and Locations</b>	<p>Note national monuments, internationally well known facilities and locations, etc.</p> <p>Note potential areas of congestion connected with such buildings and locations.</p>
<b>Other Facilities</b>	<p>Map location of financial institutions and the business district.</p> <p>Make any notes on the schedule business/financial district may follow.</p> <p>Determine whether shopping centers or heavily populated downtown areas are congested at certain periods.</p> <p>Note location of special event facilities that may have national importance.</p> <p>Note location of prominent high-rise buildings.</p>
<b>Military Installations</b>	<p>Note location and type of military installations.</p>

<b>HazMat Facilities, Utilities, and Nuclear Facilities</b>	Map location of these facilities (such as electricity generating stations, oil refineries, spent nuclear fuel storage facilities).
<b>Water Supply Facilities</b>	Note the locations of water supply intakes from lakes or rivers.  Note the locations of water supply pipelines and holding areas such as reservoirs and tanks.  Note the locations of water supply treatment plants.
<b>Food and Agriculture</b>	Note the locations of key agricultural facilities such as large grain elevators and livestock concentrations.  Note the locations of food processing and packing facilities.
<b>Computer Systems</b>	Identify governmental and business-related computer systems located within the jurisdiction and ascertain their level of protection against terrorist cyber-attack.
<b>NOTE:</b> Security and emergency personnel representing all of the above facilities should work closely with local and State personnel for planning and response.	

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**TAB G****EMERGENCY PUBLIC INFORMATION****A. PRIMARY PLANNING CONSIDERATIONS**

The accurate and timely dissemination of critical information to the public in the aftermath of a weapons of mass destruction (WMD) or other terrorist incident is an integral element of the emergency response. Emergency information operations must be initiated immediately following a terrorism attack and continued until external information needs are fully satisfied. Official information disseminated in the response phase will support and enhance alert and notification messages, such as those provided on the Emergency Alert System (EAS). As the operation shifts into the longer term, information will play an important role in facilitating recovery.

While providing the community with information is paramount, careful consideration must be given to developing and implementing a strategic media-relations plan. This is because it is through the news media — local, state, regional, national, and international — that most communications will take place. Moreover, a terrorist event immediately becomes the focus of national and international news media. Within hours of a major terrorist event, hundreds of reporters with satellite trucks, camera equipment and staff will descend on the affected community.

Following a terrorism event, the news media can be counted on to provide official announcements as well as other information developed through independent reporting. The public looks to the news media — newspapers, radio, television and the Internet — as its primary source of information. The specific informational focus of each media outlet depends largely on its audience, with local media providing the most detailed coverage and national and international media looking at broader story elements. Even with these different levels of focus, today's media environment, with its portable satellite technology and never-ending news cycle, creates a situation in which there is no such thing as strictly local news in a terrorism situation.

Research and case studies show that accurate, consistent, and expedited information in crisis situations calms anxieties and reduces problematic public responses, such as fear, panic, spontaneous evacuation, and antisocial behavior. Lack of information — or a bombardment of conflicting information from numerous sources — may endanger public health and safety and encourage some members of the public to act in ways that cause additional problems for responders. The regular dissemination of official information that is useful, consistent, and easy to understand contributes to the overall well-being of the community. Establishment and maintenance of a strong working relationship with the news media will have positive impacts across the emergency response.

Given the many demands that occur in the immediate aftermath of an emergency event, there is little time to develop a detailed, post-incident public information program. As with

each operational aspect of the response, effective emergency information following a terrorism attack requires careful planning and considerable advance preparation.

Depending upon the nature and location of the WMD incident, local officials, with rapid support from the State, will have initial responsibility for ensuring that the news media and public are provided with accurate, timely, and pertinent information. This information may address topics such as evacuation and sheltering-in-place, road closures, areas to avoid, bulletins to “stay off the phones” and “be on the lookout,” bulletins, and other information to protect life and property and assist first responders.

Planning and preparedness considerations are addressed in the following sections.

### **1. Joint Information System**

- The mission of the Joint Information System (JIS) is to provide a mechanism for disseminating uniform, coordinated, and consistent information from government officials and first responders to the news media and the public.
- In establishing a JIS, the first step is development of a comprehensive information exchange list. The list should identify each agency, office, and organization that may be part of the emergency response network and note their respective responsibilities, including the type of information each would be responsible for or able to provide. The exchange list also should establish specific means for exchanging information among the participants.
- Volunteer agencies (such as the American Red Cross), utilities, hospitals, and political offices should be included in the list.
- The list should include established points of contact and multiple means of communication (e.g., phone, pager, cell, fax). In this planning stage, it should be determined whether the JIS member will assign a spokesperson or other staff to a media center, if established.
- Wherever possible, written procedures should be developed, such as memoranda of agreement or understanding, that detail how information will be exchanged and coordinated within the JIS and with external audiences. It is helpful for agency points of contact to meet frequently and work together, even in emergency situations that require limited JIS participation.

### **2. Joint Information Center**

- A Joint Information Center (JIC) is the focal point of Federal, State, and local response information functions. An effective JIC will coordinate, gather, produce, and disseminate information by using all available and appropriate means. In addition, the JIC will monitor and analyze news media coverage of the emergency, with a rapid response team addressing identified gaps in information,
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misinformation, or unconfirmed information (i.e., rumors or speculation) that may detrimentally affect the response and recovery effort.

- A JIC should have pre-established standard operating procedures, organizational structure, position descriptions, and memoranda of agreement or understanding that guide JIS member participation.
- In a terrorism situation, the Federal Bureau of Investigation (FBI) and FEMA may establish one or more JICs that will include state and local representatives, though this may take at least several hours.
- Local authorities should plan to establish their own on-site JIC or media center to address the immediate information needs of the news media and public. This will ensure that the public and media will get crucial official information in the early stages of the emergency when EOCs and Incident Command structure are taxed with other operational aspects of the response.
- As state and federal responders arrive on the scene, coordination and integration of JIC functions and related emergency public information efforts will occur.

### 3. **News Media Relations**

- The primary objective of emergency information staff working with the media should be to establish lines of communication to official, credible sources of information and inform the media where they can get this information.
  - It is important that media representatives know where to find accurate and timely information about the consequences of the terrorist event and the steps people can take to maximize their safety and move through the recovery process.
  - It is equally important that the media recognize where they can quickly obtain official verification of information from other sources to minimize dissemination of misinformation, rumors, and speculation to the public. During a response, the news media will gather information, conduct interviews, and offer perspectives and analyses of the situation from many sources and locations in their pursuit of the emergency story.
  - Media monitoring and analysis aids the overall response by:
    - Providing early warning of incorrect information, gaps in information, and potential problem areas.
    - Stopping the spread of rumors that can cause people to take actions that can be harmful to their recovery.
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- Providing information to decision-makers that can be useful in developing operational plans and strategies.
- Establishing a strong working relationship with the news media prior to an event makes it more likely that the public will get accurate, understandable, and meaningful emergency information when they need it.
  - News media outlets must have confidence that government representatives will be immediately available to explain complex issues, share important public safety messages, and provide a continuing flow of information throughout the emergency.
- Coordination and information sharing among JIS members and with the JIC (or JICs) assure consistency of official information, enhance credibility of government response efforts, and encourage public understanding and support.
- Media relations activities should use all appropriate tools (e.g., news releases, briefings, press conferences), to provide clear and focused information.
- Contacts with local, state, and regional news media contacts should be established and maintained — through editorial boards and regular interactions with reporters, editors, news directors, and producers — during nonresponse periods.
- The JIS/JIC concept should be explained to news media representatives, and contact information exchanged during the planning phase. Plans for dissemination of emergency information should be put in place with area media before an event. For example:
  - Wire services, such as the Associated Press, can provide official information to all news media outlets in the event that problems with power sources or Web sites prevent the use of normal tools for emergency disseminations.
  - Local newspapers can be helpful in distributing inserts with preparedness, response, and recovery information.
  - Local radio stations can help to repeat pre-scripted public service announcements.

#### 4. **Training and Exercises**

- In preparing for a WMD incident, identified JIS members should train and exercise extensively, including cross training in the specific JIC functions. (See first bullet under Joint Information Center.) Exercises provide an opportunity to test-run the JIS/JIC structure.
  - JICs should be activated in nonterrorism emergencies whenever possible.
-

- This helps ensure that the JIS/JIC structure, even in limited responses, becomes a familiar tool. Since the Incident Command and other emergency response staff will be the primary sources of official information, it is critical that they understand and support the JIS/JIC mission.
- It familiarizes Incident Command and other emergency response organization staff with the role and benefits of the JIS/JIC and hones staff skills.
- It enables officials to identify and address glitches in JIS/JIC procedures and protocols.

## 5. **Surge Situations**

- Planning should address situations where staffing, facilities, equipment, and other resources may be inadequate to meet the needs of the news media or public.
  - For example, if more media show up for a news conference than the room can accommodate, the news conference should be moved to a larger room or taken outside.
  - In assessing the sound and other staging requirements of the news media for news conferences and briefings, the media's own equipment (e.g., sound, lighting, recording, and communications equipment) needs to be considered.
- In the event of surges in calls from the news media or public, emergency information staff should be prepared to augment personnel and equipment quickly.
  - Discussions with local telephone and cellular phone companies during nonresponse periods may yield creative solutions.
- During surge situations, private-sector public information officers should be considered as standby resources for staffing news media inquiry lines, and crisis line staff should be considered for staffing public inquiry lines. They should be trained in emergency information concepts and JIC functions and procedures to enhance their existing experience and skills.

## 6. **Flexibility**

- In preparing for a major terrorism event, a strong element of flexibility in the public information program should be maintained so that unexpected issues can be quickly and effectively addressed.
-

- Communications may fail, facilities may be inaccessible, and staff may be unavailable or unable to reach the JIC. Planning should include contingencies for all such possibilities.

## 7. Public Education

- Maintain an ongoing public education program to build public confidence in response organizations and encourage positive public reaction during a WMD emergency.
  - Build WMD public education programs on existing education programs for other types of emergencies, such as tornadoes and hazardous materials accidents. Work with Local Emergency Planning Committees and State Emergency Response Commission(s).
  - Take advantage of existing public outreach materials (including those of other communities, states, and programs) and emergency preparedness information on Web sites, (e.g., <http://www.fema.gov>) that can be adapted for terrorism situations.
  - Make the public aware of emergency plans and procedures (including protective actions) that will or may be employed to protect public health, safety, and property in a terrorism situation.
    - Use fairs, libraries, speaking opportunities before civic and business groups, public service announcements, media campaigns, community-specific events, calendars, telephone books, school newsletters, mailings, etc., to get information and material to the public.
  - Enlist the help of the media and community, business, and religious organizations to raise awareness about what individuals, families, and business owners and managers can do now to prepare for emergencies.
    - For example, promote information about preparation of family and business emergency kits (for evacuation and shelter-in-place), the broadcast stations that will transmit Emergency Alert System messages, evacuation routes, and mass care facilities that would be set up to help people who are displaced or evacuated.
  - Pay particular attention to public outreach efforts related to protecting school children, so that parents and guardians won't immediately crowd the roads and hamper responders in their rush to collect children at schools.
  - Identify other target audiences such as non-English-speaking populations; pet owners; residents and families of those in special facilities (e.g., nursing homes, jails); residents and staff of colleges and universities; employees and visitors of
-

shopping malls, large industrial complexes or businesses, and entertainment and sports facilities who may need tailored information.

## **B. OTHER PLANNING CONSIDERATIONS**

Because of the high visibility and the large influx of media, the planning should include consideration of the following contingencies.

- Designated media areas
  - Where would you locate 100 or more satellite trucks?
  - What about security for media areas?
  - Where will you conduct news conferences and media briefings?
  
- Media access
  - Will you need a system for credentialing members of the media?
  - What about access to crime scenes or work areas?
  - How will you handle media pools?

Providing answers to some of these questions will require close coordination with emergency managers and municipal and law enforcement officials.

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**TAB H****AGREEMENTS BETWEEN ORGANIZATIONS TO ENHANCE  
PREPAREDNESS FOR TERRORISM INCIDENTS****A. INTRODUCTION**

Most State and local governments have agreements with nearby jurisdictions to provide assistance in the event of an emergency. At the State level, there are interstate compacts such as the Interstate Civil Defense Compact of 1950 and the Emergency Management Assistance Compact. At the local level, most counties and municipalities are members of one or more mutual aid agreements, and many have agreements with local hospitals and other organizations that provide assistance during emergencies. Such agreements can serve to:

- Coordinate planning among organizations.
- Multiply the response resources available to any one jurisdiction.
- Ensure timely provision of aid in an emergency.
- Arrange for specialized resources needed only in rare circumstances.
- Minimize administrative conflict and litigation during the post-response period.

The purpose of this tab is to help State and local planners identify agreements that may be needed in order to prepare for terrorist threats, and provide assistance in developing such agreements. Sections B and C contain general information to help planners identify the need for and develop agreements with other organizations to enhance preparedness for terrorism incidents. Section D contains three examples to illustrate agreement format and content.

Further information on development of emergency preparedness agreements may be found in the CSEPP Memorandum of Agreement and Memorandum of Understanding (MOA/MOU) Guide, May 1999, published jointly by FEMA and the U.S. Army Soldier and Biological Chemical Command, available at <http://csepp.apgea.army.mil/biblio/>.

**B. NEED FOR AGREEMENTS ON TERRORISM INCIDENT RESPONSE**

Response to a terrorism incident can overwhelm local capabilities by (a) the sheer size of the disaster and intense publicity or (b) a need for specialized technical resources to address biological, chemical, or radiological aspects of the incident.

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A large-scale incident may require support from neighboring jurisdictions for conventional response functions such as firefighting, search and rescue, and emergency public information. Assistance may also be needed with administrative support functions such as purchasing.

Incidents involving a biological, chemical, or radiological component may require specialized equipment or services for detection and monitoring, cleanup, medical care, and protection of emergency workers. Such specialized resources are generally available from federal agencies and can be arranged through FEMA; however, agreements may still be useful in arranging for State, local, or private suppliers to supplement the federal response. For example, jurisdictions that contain nuclear power plants have extended capabilities (trained personnel and equipment) for radiological monitoring. Also, there are several private laboratories qualified to analyze samples for the presence of chemical nerve agent.

### **C. DEVELOPING AND NEGOTIATING AGREEMENTS**

Sometimes the process involved in creating a useful agreement that enhances preparedness, is as important as the agreement itself. At the beginning of the development process, the parties should be clear on what they hope to achieve via the agreement. The following questions should be posed and answered. What is the problem that will be solved? What parties must be included for that to happen? This may seem obvious, but sometimes negotiations can drift away from the original purpose of the agreement. The points below should be considered during the development process to avoid unnecessary conflict or delay.

- Perform a “background check” of existing agreements to ensure that a new agreement will not duplicate or conflict with an existing one.
- Include appropriate persons in the negotiations, including operations staff and technical advisors, where needed. If possible, include responsible officials (who will have to approve the final agreement) and legal counsel in the negotiations.
- Ensure that all terms of the agreement are written down; do not rely on oral side agreements, understandings, clarifications, or interpretations.

In drafting an agreement, the following topics should be considered for inclusion. Note that in some areas there may be other topic or format requirements that apply as a result of federal, state or local regulation.

- A statement of the agreement’s purpose and scope.
  - References and authorities, including state and local laws and regulations and emergency operating plans as appropriate.
-

- Definitions of key terms. For example, if one party will provide assistance to another party in event of an emergency, it may be appropriate to define what exactly is meant by “emergency.”
- Roles and responsibilities for each party to the agreement.
- Logistical considerations. For example, an agreement might specify a particular protocol for requesting assistance, or handling of command and communications in the field.
- Limitations on what will be provided. For example, a clause stating that assistance will be provided only to the extent that it can be spared by the providing jurisdiction.
- Provision for consistent training, drills, and exercises to ensure that the agreement can be implemented smoothly.
- Costs of response. For example, an agreement may provide that the jurisdiction requesting aid will pay all reasonable costs of providing it, or alternatively that each jurisdiction will “pay its own way.”
- Liability. Parties to an agreement may agree to waive all claims against each other for actions performed under the agreement.
- Boilerplate. The agreement should specify what approvals are necessary to make it valid, the duration of the agreement (fixed term or indefinite), and procedures for changing, withdrawing from, or ending the agreement.

The legal and financial aspects of any agreement should be reviewed by legal counsel on all sides.

#### **D. EXAMPLE AGREEMENTS**

Figures 1 through 3 are example agreements for areas where jurisdictions may need assistance in responding to a terrorism incident: public information, hazard monitoring, and medical care. The example agreements are provided as exactly that—as generic examples, to illustrate what such agreements might look like, and not necessarily as models to follow. They are not intended to reflect actual practice at any given location, and no claim or warranty is made that they are legally sufficient in any given jurisdiction. Each agreement must be evaluated and negotiated in light of local circumstances, laws, and regulations.

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**FIGURE 1. First Example Agreement**

**Memorandum Of Agreement among  
State Emergency Management Agency (SEMA)  
County #1 and County #2  
For Coordination and Dissemination of  
Emergency Public Information**

**SUBJECT:** Establishment of a cooperative program to coordinate and disseminate emergency public information in event of a terrorism incident.

**PURPOSE:** The need exists among all jurisdictions to provide coordinated and consistent public information in the unlikely event of a terrorism incident. This need can be met by (a) designating spokespersons to serve as points of contact for the media, public and other emergency response organizations; (b) following policies and procedures for sharing of information and cooperation in developing information releases; and (c) operating a joint information system (JIS) and joint information center (JIC).

**DESIGNATION OF SPOKESPERSONS:** SEMA and the Counties will each designate a primary spokesperson to provide emergency public information to the media in event of a terrorism incident. These spokespersons, and/or their designated staff members, will be the primary points of contact for providing information to the media during the emergency, and for coordination and sharing of such information among the response organizations.

**COORDINATION OF INFORMATION:** SEMA and the Counties will use best efforts to implement these information coordination policies in event of a terrorism incident:

- Share information with the other spokespersons prior to disseminating it to the media. If that is not possible, share the information as soon as possible.
- Cooperate to develop joint releases whenever possible.
- Provide information on the operations and policies of their own respective response organizations only, and refer questions about other organizations' activities to the appropriate spokesperson.

These policies will apply to all public information activities associated with a terrorism incident, whether performed at the JIC or from other locations.

Each organization retains the right to issue emergency public information to the media at any time, without restriction on content or format, in accordance with its own policies and procedures.

**OPERATION OF THE JIC:** A primary JIC will be established at \_\_\_\_\_ (location of JIC facility). An alternate JIC site will be established at \_\_\_\_\_ in the unlikely event that the primary JIC site is not usable.

**FIGURE 1. (Cont'd)**

Management and use of the JIC will be the joint responsibility of each party to this agreement. JIC activation and operational procedures for a terrorism incident will be in accordance with a separate JIS/JIC operations plan agreed to by all parties. Use of the JIC facility for exercises, training sessions, and other related activities will be coordinated among all parties.

**SEMA RESPONSIBILITIES:** SEMA agrees to:

- a. Designate a spokesperson to provide information on State emergency response activities.
- b. Send a representative or spokesperson to the JIC along with all necessary support staff.
- c. Operate in accordance with an approved JIS/JIC operations plan.
- d. Provide and maintain necessary furniture, equipment and infrastructure improvements, as agreed, to outfit the JIC facility. These items will be detailed in the JIS/JIC Plan.
- e. Provide the other parties to this agreement with as much advance notice as possible, but not less than 10 days, whenever the State wishes to use the JIC facility for exercises, training, or meetings that require either access to locked areas of the JIC or use of equipment stored in locked areas.

**COUNTY RESPONSIBILITIES:** The Counties agree to:

- a. Designate a spokesperson to provide information on County emergency response activities.
- b. Either send a representative to the JIC, or else designate a representative at the JIC to speak for the County.
- c. Operate in accordance with an approved JIS/JIC operations plan.
- d. Provide and maintain necessary furniture, equipment and infrastructure improvements, as agreed, to outfit the JIC facility. These items will be detailed in the JIS/JIC Plan.
- e. County #1 (where JIC facility is located) will initially provide security personnel for the JIC when it is activated. The other Counties and SEMA will relieve County #1 as provided in the JIS/JIC Plan.

**FIGURE 1. (Cont'd)**

**REVIEW PROCEDURES AND TERMINATION:**

- a. This agreement will be reviewed for adequacy annually on the anniversary of its effective date. If determined to be adequate, this agreement shall remain in effect for another year.
- b. If this agreement is determined to need revision upon annual review, such revision shall be made and agreed to by all parties. If such revision is minor, it may be accomplished through attachment to this original agreement. If such revision is determined to be major, a new agreement may be prepared to supersede this agreement.
- c. Any party to this agreement may withdraw upon 30 days written notice to all other parties.
- d. This agreement may be terminated by written consent of all parties.
- e. Upon termination of this agreement, all property maintained in the JIC will be removed from the JIC and will revert back to the sole use of the owning jurisdiction.

**EFFECTIVE DATE OF MEMORANDUM:**

This Memorandum of Agreement is effective on the date of the last signature.

**SIGNATURES:**

\_\_\_\_\_ Date \_\_\_\_\_  
SEMA Director

\_\_\_\_\_ Date \_\_\_\_\_  
County #1 EMA Director

\_\_\_\_\_ Date \_\_\_\_\_  
County #2 EMA Director

**FIGURE 2. Second Example Agreement**

## **Memorandum of Agreement Between County #1 and County #2 for Radiological Monitoring Assistance**

### **1. Purpose**

The purpose of this agreement is to provide for assistance with radiological monitoring in event of a terrorism incident involving actual or suspected radioactive materials. County #1 maintains an extended capability for radiological monitoring due to the presence of radiological facilities within the county.

### **2. References and Authorities**

- a. *County #1 Emergency Operations Plan*, Section \_\_\_\_ (Concept of Operations), and Annex \_\_\_\_ (Radiological Incident).
- b. *County #2 Emergency Operations Plan*, Section \_\_\_\_ (Concept of Operations), and Annex \_\_\_\_ (Radiological Incident).
- c. FEMA final rule, 44 CFR 350, *Review and Approval of State and Local Radiological Emergency Plans and Preparedness* (1983).

### **3. Definitions**

- a. *Monitoring*: Checking for the presence and levels of radiation.
- b. *Sampling*: The collection of physical materials such as water, soil, and air to be analyzed for radioactive materials.

### **4. Roles and Responsibilities**

#### **4.1 County #1:**

If requested by County #2 in response to a terrorism incident involving actual or suspected radioactive materials, County #1 will provide monitoring and sampling capabilities as follows:

- a. \_\_\_\_ teams trained and equipped to perform monitoring for ambient radiation and airborne radioactive particles.
- b. \_\_\_\_ teams trained and equipped to collect environmental samples for laboratory analysis, including water, soil and swipe samples.

**FIGURE 2. (Cont'd)**

- c. Laboratory analysis capabilities able to analyze samples collected by field teams. County #1 will provide the above resources to the extent that they are not simultaneously required for protection of the public in County #1 or already pledged to assist another county.

County #1 will provide a Point of Contact, available 24/7, as follows:  
(Point of Contact)

Upon request for assistance, County #1 will promptly respond to County #2 detailing the assistance that can be provided and expected arrival time.

**4.2 County #2:**

In event of a terrorism incident involving actual or suspected radioactive materials, affecting County #2, and if County #2 does not have sufficient resources to adequately perform radiological monitoring and sampling to protect the public, the County Board Chairperson or the County Emergency Management Director may request assistance from County #1. Requests for assistance will be transmitted to the [County #1 Point of Contact]. Requests will include a designated location and point of contact to report to.

County #2 will provide logistical and supply assistance to support the operations of County #1 teams operating within County #2, including, as needed, communications equipment for coordination with County #2 emergency authorities.

County #2 will provide assistance to County #1 with obtaining access to public and private property to perform monitoring and sampling tasks, to the extent necessary and feasible within legal and resource constraints.

**4.3 Mutual:**

Both parties will ensure that their plans, procedures and training are consistent with this agreement.

Both parties agree to participate in drills and/or exercises covering the functions described in this agreement at least annually.

**5. Personnel**

County personnel furnishing assistance under this agreement will remain under the direction and control of their employing county.

**6. Expenses**

County #2 will reimburse County #1 for expenses incurred in carrying out a request for assistance under this agreement, including supplies furnished, pro-rated salary expenses for personnel, and travel expenses and per diem for personnel required to travel.

**FIGURE 2. (Cont'd)**

**7. Term and Termination**

This agreement will take effect and be implemented upon the date of the last signature and will remain in effect until terminated by either of the parties. Both parties agree that this agreement contains the full agreement between the parties and supersedes all previous communications, either oral or written, pertaining to the subject matter of this agreement.

If any provision or provisions of this agreement are held to be invalid, illegal or unenforceable, the remaining provisions will not in any way be affected and the agreement will still be in effect.

Both parties agree to review this agreement at least annually. It may be amended by mutual written agreement of both parties. It may be terminated by either party upon sixty days written notice to the other party. Any such notice shall be provided to the following addresses:

[Address of County #1 point of contact]

[Address of County #2 point of contact]

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**8. Signatures**

Chair, County #1 Board of Commissioners: \_\_\_\_\_ Date: \_\_\_\_\_

Chair, County #2 Board of Commissioners: \_\_\_\_\_ Date: \_\_\_\_\_

**FIGURE 3. Third Example Agreement**

## **Memorandum of Agreement Between Local Government and Local Hospital for Medical Assistance in Terrorism Incidents**

### **1 Purpose and Background**

The purpose of this Agreement is to provide for cooperation between Local Hospital and Local Government in preparing for and responding to terrorism incidents.

The parties to this Agreement recognize that terrorism incidents within Local Jurisdiction may result in large numbers of conventional trauma patients, and/or patients affected by the use of chemical, biological, or radiological weapons of mass destruction.

The parties to this Agreement further recognize that terrorism incidents may result in large numbers of patients who self-transport to Local Hospital seeking treatment because they were, or think they may have been, affected by the incident.

### **2. References**

- a. *Local Government Disaster Response Plan and Terrorism Annex*, updated 2002.
- b. *Local Hospital Disaster Plan*, updated 2002.
- c. Department of Health and Human Services, *Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological (C/B) Terrorism* (June 1996)
- d. State Department of Health, *Hospital Licensing Regulations*, Sections \_\_\_ to \_\_\_ .
- e. *Emergency Medical Treatment and Active Labor Act (EMTALA)*, 42 U.S.C. Sec. 1395dd.
- f. Health Care Financing Administration (HCFA) standards for emergency services, 42 CFR 482.55.
- g. Joint Commission on Accreditation of Healthcare Organizations (JCAHO) standard EC1.4, *Emergency Management*.

**FIGURE 3. (Cont'd)****3. Roles and Responsibilities****3.1 Local Hospital**

Local Hospital will:

- a. Accept patients, to the maximum extent possible, who are brought in or are seeking care as a result of a terrorism incident within Local Jurisdiction.
- b. Maintain capabilities for emergency treatment of terrorism incident victims, as follows:
  - (i) Emergency plans and procedures, as required under applicable licensing and accreditation standards.
  - (ii) Emergency admission and treatment capabilities, as required under applicable licensing and accreditation standards.
  - (iii) Capability for handling victims of incidents involving chemical, biological, or radiological weapons of mass destruction, including:
    - Staff trained in procedures for handling such patients, as follows:  
\_\_\_\_\_ .
    - Facilities and equipment for isolation and decontamination of such patients, as follows: \_\_\_\_\_ .
    - Stockpiles of supplies for treatment of such patients, including chemical agent antidotes, drugs to prevent radiological agents uptake, and antibiotics, as follows: \_\_\_\_\_ .
- c. Promptly notify Local Government if the Hospital is unable to accept further patients during an emergency.
- d. Within regulations regarding patient privacy, provide copies of treatment records to Local Government as needed for civil or criminal investigations or determination of claims.

**3.2 Local Government**

Local Government will:

- a. Notify Local Hospital at the earliest possible stage of any terrorism-related emergency, and provide an estimate of medical assistance needs, to allow time for necessary preparations.
- b. Notify Local Hospital at the earliest possible moment when intending to transport emergency patients to the Hospital.
- c. To the extent possible, disinfect or decontaminate emergency patients transported to the Hospital.

**FIGURE 3. (Cont'd)**

- d. Compensate Local Hospital for expenses of treatment of Local Government emergency workers, including Local Government employees and volunteers working under their direction, to the extent those expenses are not paid under patient insurance policies.

**3.3 Mutual**

Local Hospital and Local Government will:

- a. Maintain plans and procedures consistent with this Agreement.
- b. Participate in regular drills and exercises to ensure that the activities provided for in this Agreement can be carried out in an effective and efficient manner.
- c. Maintain communications systems that can be used during an emergency to support implementation of this Agreement.
- d. Cooperate in obtaining and sharing information and training to support implementation of this Agreement.
- e. Meet annually to review this Agreement and mutual preparedness for terrorism incidents.

**4 Term and Termination**

This Agreement will take effect on approval by both parties. It will continue in force until terminated by either party. Either party may terminate the Agreement by 30 days' written notice to the other party.

**5. Points of Contact**

The points of contact for all notifications and coordination regarding this Agreement are:

Local Hospital Point of Contact

Local Government Point of Contact

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**6. Approval**

\_\_\_\_\_  
Local Hospital Director

\_\_\_\_\_  
Local Government Chief Executive

**TAB I****TERRORISM-SPECIFIC CONSIDERATIONS FOR SPECIAL EVENTS****A. PLANNING FRAMEWORK FOR SPECIAL EVENTS**

The Emergency Operations Plan (EOP) and Terrorist Incident Appendix (TIA) provide the basic framework for State and Local response to natural disasters and events involving terrorist attacks involving weapons of mass destruction (WMD).

Special events provide the opportunity for communities to engage in specific planning activities with a number of known variables. Unlike most terrorist planning efforts, planning for a special event involves specific time frames and locations, factors that are critical unknowns in generic terrorism planning.

This section provides an overview of Federal planning and involvement in special events and special considerations for State and local planners dealing with high-profile events in their jurisdictions.

The Federal Bureau of Investigation (FBI) defines a special event as “a significant domestic or international event, occurrence, contest, activity, or meeting, which by virtue of its profile and/or status represents an attractive target for terrorist attack.”

Relatively few of the many events that occur in a year are designated by the FBI to be special events. Such notable special events have included the 1996 Summer Olympic Games, the 1998 papal visit, national political conventions, the 1999 World Trade Organization conference, and the upcoming 2002 Winter Olympic Games.

Events such as these are classified as national security special events (NSSEs). The designation provides a framework for determining the extent to which federal agencies will become involved in supporting local and State hosts of such events. The FBI and an NSSE Working Group made up of representatives from the Department of Justice, Department of Transportation, FEMA, FBI, and U.S. Secret Service are responsible for designating NSSEs according to specified levels that determine the extent to which federal agencies will become involved.

Once an event is designated an NSSE, the appropriate Federal agencies being working with State and local partners to outline mission, goals and objectives; develop a concept of operations; and create Operations Supplements to the Federal Response Plan (FRP) and the State and local Emergency Operations Plans, as needed.

The purpose of an Operations Supplement is to outline the specific consequence management roles and responsibilities. The Operations Supplement details event-specific information, the consequence management precautions, and differences in initial actions by

Federal agencies under the FRP. The special event planning process is designed to achieve the following outcomes:

- Foster a nationwide, intergovernmental, systematic approach to local, State, and Federal consequence management planning.
- Promote uniformity in the operating principles, policies, procedures, and actions of organizations and systems providing coordinated response.
- Facilitate the development of plans for a prompt, coordinated response.
- Reduce redundancy in planning.

## **B. COORDINATION OF CONSEQUENCE MANAGEMENT RESOURCES**

Based on the State and local assessments, the State may ask FEMA to coordinate the provision of Federal consequence management assistance from the appropriate Federal agencies for meeting any shortfalls. In general, the coordination process for requested Federal assistance from a State or local government in support of a special event to the following series of steps:

1. The local government has the primary responsibility to assess its level of preparedness and its capability to respond to a terrorist threat or incident involving a WMD during the periods leading up to the special event, during the event, and immediately following the event.
  2. If local emergency management officials identify shortfalls, the local government should make a request to the State government for the additional capabilities and resources that were identified.
  3. In turn, State emergency management officials have the responsibility to verify and validate the need for the identified shortfalls and determine to what extent the State can alleviate the shortfalls.
  4. If the State determines it cannot adequately provide the requested assistance to satisfy the local government's needs, the governor of the State can make a request to the FEMA Regional Director for the assistance *that the State government cannot provide* to fully satisfy the capabilities and resources requested by the local government.
  5. FEMA Regional staff will coordinate with the State emergency managers to validate the need for the requested assistance and forward the request to FEMA Headquarters. FEMA Headquarters will formally request the identified Federal resources and capabilities from the requisite Federal agencies at the Headquarters level.
-

## C. CRITICAL INFRASTRUCTURE

State and local planning for an NSSE could involve the development of a Critical Infrastructure Protection Implementation Plan similar to the one developed for the 2002 Winter Olympic Games by the U.S. Department of Energy Office of Critical Infrastructure Protection. The infrastructure protection planning process focuses on critical assets and community facilities to prevent and mitigate disruptions. The following is a list of infrastructures to consider:

- Telecommunications
- Electric power
- Natural gas and petroleum
- Transportation
- Information systems
- Hazardous materials
- Public works
- Banking and finance
- Emergency services
- Water supply
- Other facilities, such as hospitals, schools, shopping malls, and nursing homes

Figure 1 provides a checklist of elements used for the Utah plan, including a schedule of phases and tasks. With its emphasis on threat and vulnerability analysis, this plan goes beyond the standard scope of generic terrorism response planning. However, the process can be useful in providing advance information for emergency responders.

## D. STATE AND LOCAL PLANNING CONSIDERATIONS

Developing a Concept of Operations and planning for a National Security Special Event involves both policy and operational level decisions.

### 1. Policy-Level Decision Checklist

The following checklists can be helpful to state and local planners in preparing for a special event.

- What Federal regional agencies need to participate?
  - Is the local FBI Field Office establishing a Joint Operations Center (JOC) or a command post that can quickly transition into a JOC?
  - What is the role of the U.S. Secret Service for this event? Will they have a separate command post? Collocate with the FBI?
-



	CY1				CY2				CY3	
	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q
<b>Task 6: Conduct Training and Exercises</b>										
Subtask 6.1 Develop Training Program										
Subtask 6.2 Develop Exercise Plan										
Subtask 6.3 Implement Training and Exercise Plan										
<b>OPERATIONS PHASE</b>										
<b>RECOVERY PHASE</b>										

- Will foreign dignitaries be attending? How many? What effect will this have on the consequence management planning (i.e., hotels and security)? Does this affect the staging locations of assets?
- Will FEMA resources be deployed to the State Emergency Operations Center (EOC)?
- Dates/times of operations—mobilization/demobilization.
- What types of assets/teams are required to be activated, on alert, or on advisory?
- Will federal assets be predeployed (Chemical/Biological Incident Response Force [CBIRF], DMAT, National Medical Response Team [NMRT], Mobile Air Transportable Telecommunications System [MATTS], Mobile Emergency Response Support [MERS])?
- Will the number and location of venues drive decisions on the amount of assets required or the repositioning of those assets?
- Based on recent protest events (e.g., World Trade Organization conference), how will security decisions made by FBI, local law enforcement, and others impact the consequence management planning?
- Will a Continuity of Operations Plan be identified? Staffed?

**2. Operational-Level Decision Checklist**

The planner can expand on the policy decisions and complete the concept of operations for the plan using the following checklist. Additional operational-level decisions may be required based on the specific event.

- Identify list of venues.
- Determine schedule of events.
- Develop personnel schedules.

- List addresses for venues, operations, participating organizations.
  - Identify specific annexes needed in the supplement for:
    - Communications.
    - Information and planning.
    - Logistics.
    - Other.
  - Work with FEMA region and headquarters special events planning team to:
    - Identify Department of Defense (DOD) resources required (e.g., Chemical Biological Incident Response Force, Medical Facilities, Technical Escort Unit, Global Patient Movement Requirements Center, Liaisons to Emergency Support Team, Regional Operations Center, JOC, Strategic Information and Operations Center, WMD-Incident Support Team [WMD-IST]).
    - Identify Department of Health and Human Services (HHS) resources required (e.g., Management Support Team, Disaster Medical Assistance Teams [DMATs], Disaster Mortuary Operational Response Teams, National Medical Response Teams-WMD, pharmaceutical cache, WMD-IST member, Emergency Support Function #8 representative).
    - Identify Environmental Protection Agency (EPA) resources required (e.g., EPA Mobile Command Post, Environmental Response Team, U.S. Coast Guard Response Team, On-Scene Coordinators, liaison officers).
    - Identify Department of Energy resources required (e.g., liaison officers).
    - Identify urban search and rescue assets required (e.g., Incident Support Team, representatives to WMD-IST, number of teams).
  - Identify potential Disaster Field Office locations.
  - Identify Base Support Installations (BSIs).
  - Identify mobilization centers.
  - Obtain staging area locations from local jurisdiction
  - Determine point of arrival/point of debarkation for assets.
  - Determine ingress/egress routes between point of arrival and
    - BSIs.
    - Mobilization centers.
    - Staging areas.
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**TAB J****DEFINITIONS**

**Aerosol** – Fine liquid or solid particles suspended in a gas, for example, fog or smoke.

**Biological Agents** – Living organisms or the materials derived from them that cause disease in or harm to humans, animals, or plants or cause deterioration of material. Biological agents may be used as liquid droplets, aerosols, or dry powders.

**Chemical Agent** – A chemical substance that is intended to kill, seriously injure, or incapacitate people through physiological effects. Generally separated by severity of effect: lethal, blister, and incapacitating.

**Consequence Management** – Measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. State and local governments exercise primary authority to respond to the consequences of terrorism (Source: Federal Response Plan [FRP] Terrorism Incident Annex, page TI-2, April 1999). The Federal Emergency Management Agency (FEMA) has been designated the lead agency for consequence management to ensure that the FRP is adequate to respond to terrorism. Additionally, FEMA supports the Federal Bureau of Investigation (FBI) in crisis management.

**Crisis Management** – This is the law enforcement aspect of an incident that involves measures to identify, acquire, and plan the resources needed to anticipate, prevent, and/or resolve a threat of terrorism. The FBI is the lead agency for crisis management for such an incident. (Source: FBI) During crisis management, the FBI coordinates closely with local law enforcement authorities to provide successful law enforcement resolution to the incident. The FBI also coordinates with other Federal authorities, including FEMA (Source: Federal Response Plan Terrorism Incident Annex, April 1999.)

**Cyber Terrorism** – Malicious conduct in cyberspace to commit or threaten to commit acts dangerous to human life, or against a nation's critical infrastructures, such as energy, transportation, or government operations in order to intimidate or coerce a government or civilian population, or any sequence thereof, in furtherance of political or social objectives.

**Decontamination** – The process of making people, objects, or areas safe by absorbing, destroying, neutralizing, making harmless, or removing the hazardous material.

**Federal Response Plan (FRP)** – The FRP establishes a process and structure for the systematic, coordinated, and effective delivery of Federal assistance to address the consequences of any major disaster or emergency declared under the Robert T.

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Stafford Disaster Relief and Emergency Assistance Act, as amended (42 U.S. Code [USC] et seq.). The FRP Terrorism Incident Annex defines the organizational structures used to coordinate crisis management with consequence management (Source: FRP Terrorism Incident Annex, April 1999).

**Infrastructure Protection** – Proactive risk management actions intended to prevent a threat from attempting to or succeeding at destroying or incapacitating critical infrastructures. For instance, threat deterrence and vulnerability defense.

**Lead Agency** – The Federal department or agency assigned lead responsibility under U.S. law to manage and coordinate the Federal response in a specific functional area. The FBI is the lead agency for crisis management, and FEMA is the lead agency for consequence management. Lead agencies support the overall Lead Federal Agency (LFA) during all phases of the response.

**Lead Federal Agency (LFA)** – The agency designated by the President to lead and coordinate the overall Federal response is referred to as the LFA and is determined by the type of emergency. In general, an LFA establishes operational structures and procedures to assemble and work with agencies providing direct support to the LFA in order to provide an initial assessment of the situation, develop an action plan, monitor and update operational priorities, and ensure each agency exercises its concurrent and distinct authorities under U.S. law and supports the LFA in carrying out the President's relevant policy. Specific responsibilities of an LFA vary according to the agency's unique statutory authorities.

**Mitigation** – Those actions (including threat and vulnerability assessments) taken to reduce the exposure to and detrimental effects of a WMD incident.

**Nonpersistent Agent** – An agent that, upon release, loses its ability to cause casualties after 10 to 15 minutes. It has a high evaporation rate, is lighter than air, and will disperse rapidly. It is considered to be a short-term hazard; however, in small, unventilated areas, the agent will be more persistent.

**Persistent Agent** – An agent that, upon release, retains its casualty-producing effects for an extended period of time, usually anywhere from 30 minutes to several days. A persistent agent usually has a low evaporation rate and its vapor is heavier than air; therefore, its vapor cloud tends to hug the ground. It is considered to be a long-term hazard. Although inhalation hazards are still a concern, extreme caution should be taken to avoid skin contact as well.

**Plume** – Airborne material spreading from a particular source; the dispersal of particles, gases, vapors, and aerosols into the atmosphere.

**Preparedness** – Establishing the plans, training, exercises, and resources necessary to achieve readiness for all hazards, including WMD incidents.

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**Radiation** – High-energy particles or gamma rays that are emitted by an atom as the substance undergoes radioactive decay. Particles can be either charged alpha or beta particles or neutral neutron or gamma rays.

**Recovery** – Recovery, in this document, includes all types of emergency actions dedicated to the continued protection of the public or promoting the resumption of normal activities in the affected area.

**Response** – Executing the plan and resources identified to perform those duties and services to preserve and protect life and property as well as provide services to the surviving population.

**Terrorism** – The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Domestic terrorism involves groups or individuals who are based and operate entirely within the United States and U.S. territories without foreign direction and whose acts are directed at elements of the U.S. government or population.

**Toxicity** – A measure of the harmful effects produced by a given amount of a toxin on a living organism.

**Weapons-Grade Material** – Nuclear material considered most suitable for a nuclear weapon. It usually connotes uranium enriched to above 90 percent uranium-235 or plutonium with greater than about 90 percent plutonium-239.

**Weapon of Mass Destruction** – Any destructive device as defined in 18 USC 921; any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, or their precursors; any weapon involving a disease organism; or any weapon that is designed to release radiation or radioactivity at a level dangerous to human life. (Source: 18 USC 2332a). In 18 USC 921, a destructive device is defined, with certain exceptions, to mean any explosive, incendiary, or poison gas, bomb, grenade, or rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 ounce, or a mine, or a device similar to the above; any type of weapon by whatever name known that will, or that may be readily converted to, expel a projectile by the action of an explosive or other propellant, and that has any barrel with a bore of more 0.5 inch in diameter; any combination of parts either designed or intended for use in converting any device into any destructive device described above and from which a destructive device may be readily assembled.

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**TAB K****ACRONYMS**

AFB	Air Force Base
AMS	Aerial Measuring System
ANSIR	Awareness of National Security Issues and Response Program
ARAC	Atmospheric Release Advisory Capability
ARG	Accident Response Group
ARS	Agriculture Research Service
ATC	Air Traffic Control
ATSD(CS)	Assistant to the Secretary of Defense for Civil Support
BDC	Bomb Data Center
CATS	Consequence Assessment Tool Set
CBIAC	Chemical and Biological Defense Information and Analysis Center
CBRNE	Chemical, Biological, Radiological, Nuclear, or High-Yield Explosive
CDC	Centers for Disease Control and Prevention
CDRG	Catastrophic Disaster Response Group
CEPPO	Chemical Emergency Preparedness and Prevention Office
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act ("Superfund")
CHEMTREC	Chemical Transportation Emergency Center
CHPPM	Center for Health Promotion and Preventive Medicine
CIAO	Critical Infrastructure Assurance Office
CIRG	Critical Incident Response Group
CJCS	Chairman of the Joint Chiefs of Staff
CM	Consequence Management
CMU	Crisis Management Unit (CIRG)
CRU	Crisis Response Unit
CSREES	Cooperative State Research, Education, and Extension Service
CST	Civil Support Teams
CW/CBD	Chemical Warfare/Contraband Detection
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DMAT	Disaster Medical Assistance Team
DMCR	Disaster Management Central Resource
DMORT	Disaster Mortuary Team
DoD	Department of Defense
DOE	Department of Energy
DOJ	Department of Justice
DPP	Domestic Preparedness Program
DTCTPS	Domestic Terrorism/Counter Terrorism Planning Section (FBI HQ)

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DTIC	Defense Technical Information Center
EM	emergency management Emergency Management Assistance Compact
EMI	Emergency Management Institute
EMS	emergency medical services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
EPCRA	Emergency Planning and Community Right-to-Know Act
ERT	Emergency Response Team (FBI)
ERT-A	Emergency Response Team – Advance Element
ERTU	Evidence Response Team Unit
ESF	Emergency Support Function
EST	Emergency Support Team
EU	Explosives Unit
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FEST	Foreign Emergency Support Team
FNS	Food and Nutrition Service
FRERP	Federal Radiological Emergency Response Plan
FRMAC	Federal Radiological Monitoring and Assessment Center
FRP	Federal Response Plan
FS	Forest Service
GIS	Geographic Information System
HazMat	hazardous material(s)
HEPA	High-Efficiency Particulate Air
HHS	Department of Health and Human Services
HMRU	Hazardous Materials Response Unit
HQ	Headquarters
HRT	Hostage Rescue Team (CIRG)
HTIS	Hazardous Technical Information Services (DoD)
IC	Incident Commander
ICS	Incident Command System
IND	Improvised Nuclear Device
IST	Incident Support Team
JCAHO	Joint Commission on Accreditation of Healthcare Organizations
JIC	Joint Information Center
JOC	Joint Operations Center
JTF-CS	Joint Task Force for Civil Support

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LEPC	Local Emergency Planning Committee
LFA	Lead Federal Agency
LLNL	Lawrence Livermore National Laboratory
MEDCOM	Medical Command
MERS	Mobile Emergency Response Support
MMRS	Metropolitan Medical Response System
MOA	Memorandum of Agreement
MSCA	Military Support to Civil Authorities
NAP	Nuclear Assessment Program
NBC	Nuclear, Biological, and Chemical
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
NDMS	National Disaster Medical System
NEST	Nuclear Emergency Search Team
NETC	National Emergency Training Center
NFA	National Fire Academy
NIPC	National Infrastructure Protection Center
NMRT	National Medical Response Team
NRC	Nuclear Regulatory Commission
NRT	National Response Team
NSC	National Security Council
NTIS	National Technical Information Service
ODP	Office for Domestic Preparedness (DOJ)
OEP	Office of Emergency Preparedness
OFCM	Office of the Federal Coordinator for Meteorology
OHS	Office of Homeland Security
OIG	Office of the Inspector General (USDA)
ONP	Office of National Preparedness (FEMA)
OSC	On-Scene Commander
PDD	Presidential Decision Directive
PHS	Public Health Service
POC	Point of Contact
PPE	Personal Protective Equipment
PT	Preparedness, Training, and Exercises Directorate (FEMA)
R&D	Research and Development
RAP	Radiological Assistance Program
RCRA	Research Conservation and Recovery Act
RDD	Radiological Dispersion Device
REAC/TS	Radiation Emergency Assistance Center – Training Site
ROC	Regional Operations Center
RRIS	Rapid Response Information System (FEMA)
RRT	Regional Response Team

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SAC	Special Agent in Charge (FBI)
SARA	Superfund Amendments and Reauthorization Act of 1986 (also known as EPCRA)
SBCCOM	Soldier and Biological Chemical Command (U.S. Army)
SCBA	Self-Contained Breathing Apparatus
SEB	State Emergency Board
SERC	State Emergency Response Commission
SIOC	Strategic Information and Operations Center (FBI HQ)
SLG	State and Local Guide
TERC	Tribal Emergency Response Commission
TIA	Terrorist Incident Appendix
TRIS	Toxic Release Inventory System
UC	unified command
UCS	Unified Command System
USC	U.S. Code
USDA	U.S. Department of Agriculture
USFA	U.S. Fire Administration
US&R	Urban Search and Rescue
VA	Department of Veterans Affairs
WMD	weapon(s) of mass destruction
WMD-CST	WMD Civil Support Team
WTC	World Trade Center
Y2K	year 2000

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