

INCIDENT-SPECIFIC ANNEX 7—TERRORISM INCIDENT

I. INTRODUCTION

- A. **Definition:** The United States Code of Federal Regulations Chapter 28 [28 CFR, Section 0.85(l)] defines *terrorism* as “the unlawful use of force and 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.”
- B. **Purpose:** The purpose of this plan is to outline a concept of operations for coordinated awareness, prevention, preparedness, response, and recovery related to terrorism/weapons of mass destruction incidents and to define technical and resource support roles and responsibilities of responding/assisting agencies.
- C. **Situation:** Within Pierce County, there are a number of facilities, special events, and population groups that are vulnerable and could be potential targets for terrorist attacks. The awareness, prevention, preparedness, response, and recovery related to terrorism will involve local, tribal, state, federal, and private entities. No single agency/organization has the expertise or resources to unilaterally act in the complex situations associated with terrorist threats, physical and cyber acts of terrorism, or the use of weapons of mass destruction (Chemical, Biological, Radiological, Nuclear, and Explosives/CBRNE). Terrorist acts may include, but are not limited to: kidnappings, hijackings, shootings, arsons, conventional bombings, suicide bombings, attacks involving chemical, biological, nuclear/radiological weapons, cyber attacks, sabotage, assassination, extortion, contamination of food, agricultural crops, livestock, water, and the air, and threats to commit such acts.
- D. **Scope:** Terrorism awareness, prevention, preparedness, response, and recovery can generally be categorized into two major components, which may operate concurrently. They are:
1. Crisis management (awareness, prevention, and preparedness) includes measures to anticipate requirements and to react effectively to stop an incident from occurring, or to mitigate an incident’s effects, and to build and sustain performance across all other domains. Law enforcement is a major aspect of crisis management. The FBI has primary responsibility for the investigation of all domestic and international terrorism incidents. In addition, local and tribal law enforcement agencies, the Washington State Patrol (WSP), and the FBI assets in the State of Washington play key roles in investigating potential terrorist activity.
  2. Consequence management (response and recovery) includes measures to protect public health and safety, restore essential government services, and provide emergency relief to affected communities and governments, commercial businesses, agricultural industries, and individuals impacted by an act of terrorism, and bring perpetrators of an intentional incident to justice. Response and recovery will primarily occur at the local jurisdictional level with the state playing a supporting role by assisting in the coordination of state and federal supplemental resources.

**II. ASSUMPTIONS**

- A. Terrorists seek to inflict the maximum impact with the minimal expenditure of resources.
- B. Local and state EOCs will likely be activated, and NIMS/ICS implemented should a terrorist event occur.
- C. Multiple sites of Foreign Animal Disease (FAD) incursions may be considered a terrorist act.
- D. Local and tribal police, fire, medical, and health personnel will be the first to respond to an incident.
- E. Incident management cannot be event driven. Preventing an incident from ever occurring reaps far more dividends than simply reducing the costs of post-incident response and recovery.
- F. Awareness, prevention, and preparedness must be given similar emphasis to that traditionally afforded to response and recovery. Efficient awareness, prevention and preparedness require effective public and private partnerships.
- G. Response to an emergency or disaster caused by a terrorist act will involve many of the same organizations and skills used in other emergency responses. In any incident, responses must address the possibility or actuality of CBRNE materials that are not typically encountered in natural disaster response operations.
- H. Response to a terrorist incident will be determined by the CBRNE material involved and by the authorities, plans, and operations triggered by the event.
- I. In a terrorist incident, the area of operations may be a crime scene, a hazardous materials site, and a disaster area, and may involve multiple jurisdictions.
- J. Pierce County and its municipalities may need assistance to monitor, clean up, and dispose of hazardous materials and debris, including animal carcasses, after terrorism/weapons of mass destruction incidents.
- K. In the event of a large-scale incident, federal assistance may arrive before local and/or state declarations are made.
- L. For biological agents and radiological materials, the Tacoma-Pierce County Health Department (TPCHD) and the Washington State Department of Health (DOH) public health guidelines will apply. In Foreign Animal Disease (FAD) cases, the Washington State Department of Agriculture and the United States Department of Agriculture will assist in the primary agency responsibilities.
- M. Biological agents pose a unique threat because their effects are not readily detected until well after an agent has been released. Bio-terrorism awareness, prevention, preparation, response, and recovery issues will be addressed by the TPCHD and DOH.

### III. RESPONSIBILITIES

- A. Local and tribal law enforcement organizations will be the lead agencies for terrorism crisis management.
- B. DEM will be the lead agency for terrorism consequence management within unincorporated Pierce County and contract cities.
  - 1. DEM will act as liaison between the Pierce County Executive and state and federal agencies.
  - 2. DEM, in cooperation with local law enforcement, will coordinate priorities and action plans for the on-scene consequence management response.
  - 3. DEM will take the lead in preparing situation reports and briefings with the support of local law enforcement.
  - 4. DEM will assist in the coordination of Pierce County response measures.
- C. Local and tribal agencies' responsibilities are generally the same for a terrorist incident as they are for any other emergency or disaster (see Emergency Support Function Annexes in the Comprehensive Emergency Management Plan [CEMP] for further details). There are, however, the added complications of protecting a potentially large crime scene and securing CBRNE contaminated materials.
- D. The incident commander (IC) on the scene operating under the NIMS/ICS will determine the local response. As other county, regional, state, and federal assets arrive to assist; the command system may change to a unified command structure in accordance with the NIMS/ICS.
- E. During a terrorism incident, a critical element is the information released to the news media for further release to the general public. All designated public information officers (local, tribal, state, or federal) should work in cooperation with each other, using the Joint Information System (JIS), to coordinate the release of accurate, timely, and non-contradictory emergency information to the media and the public.

### IV. CONCEPT OF OPERATIONS

- A. Awareness, prevention, and preparedness activities include:
  - 1. Identification of threat and threat organizations

The first step in any preventive operation is to identify possible threats. In today's environment, Pierce County recognizes that threats may be either domestically or internationally based and may be posed by a wide range of adversaries from well-known organizations to unknown individuals acting alone, the so-called "lone wolf" terrorist.

2. Identification of Critical Infrastructure
  - a. An objective of Pierce County's all-hazards emergency management and Homeland Security Strategy is to identify the County's critical infrastructures and key assets. Approximately 80-85% of infrastructures and key assets are located within the private sector. Through appropriate public and private partnerships, DEM identifies the County's critical infrastructures for every level of government and within each critical infrastructure sector defined in the national, state, and regional homeland security strategies.
  - b. During planning, local, and tribal jurisdictions need to identify critical infrastructures and key assets within their communities.
  - c. Besides critical infrastructures and key assets, there are venues that could be tempting targets because of their large potential for casualties or their psychological significance to Pierce County, Washington State, and the nation, e.g., concerts, sporting events, county fairs, and icons.
3. Information sharing
  - a. Effective terrorism preparedness is contingent on comprehensive information sharing. Using information derived from a variety of channels, e.g., law enforcement, immigration, public health, transportation, among others, the Regional Intelligence Group (RIG) within Pierce County manages the collection and dissemination of the information to local officials throughout Pierce County to optimize their anti-terrorism awareness, prevention, preparedness, response and recovery capabilities.
  - b. Pierce County's intelligence infrastructure keeps public and private partners up to date with information on known terrorist groups/individuals, as well as the tactics, techniques, and procedures used by terrorist groups/individuals in the United States and around the world.
4. Public Awareness
  - a. Public awareness is a critical component to any prevention program. By keeping the public apprised of possible threats to our society or to different elements of the County's infrastructure, the public can assist in identifying suspicious activity.
5. Protection
  - a. The identification of critical infrastructures is an essential element of an effective anti-terrorism program. Efforts must be taken to protect areas that could be exploited. Possible measures include security systems, improved communications, access restrictions, and various other means.
  - b. DEM and local and tribal Law Enforcement will coordinate public and private activities to protect critical infrastructures from terrorist attacks.

B. Response and Recovery

1. Response activities by fire, law enforcement, emergency management, hazardous materials, emergency medical services, public health, livestock specialists, etc., will initially be the same as practiced in the all-hazards approach using NIMS/ICS. Upon recognition of a man-made event, response agencies will need to consider the possibility of a terrorism-related incident.
2. Upon determination that an event may be an incident of terrorism/WMD, the EOC will be activated, if not already done so for the event, and all appropriate local, tribal, and state agencies will be notified.
3. As the situation develops, additional agencies/organizations may be brought in to assist with the response and recovery operations.
4. Communications
  - a. Initial notification to DEM, other than by law enforcement radio, should be by use of the 24-hour DEM duty officer line (253) 798-7470 or through Fire Comm.
  - b. The jurisdiction in command of an incident will designate one person to maintain communications with the DEM duty officer/the EOC.
  - c. EOC will monitor common frequencies being used for an emergency.
5. Follow-On Activities
  - a. Once all casualties have been removed and the criminal investigation has shifted from the scene, clean-up, removal, and the proper disposal of debris (contaminated and uncontaminated) must occur. To ensure that adequate public health/safety precautions are in place, this may take a considerable amount of time. This is especially true in the case of FAD where it may be necessary to depopulate large numbers of animals, and the type of disposal is of paramount importance. Incident Command will coordinate these actions through the EOC.
  - b. Damage assessment will continue, and results reported to Incident Command and the EOC.
6. Investigation
  - a. One of the challenges faced by law enforcement after terrorist/weapons of mass destruction incidents is the collection of evidence for possible prosecution. First responders must cooperate to ensure that all evidences are preserved to maximize the potential for a successful prosecution.
7. Recovery from a terrorist incident would employ the same general procedures applicable to a natural disaster. A significant difference would be the potential amount of CBRNE materials that may have to be processed.

V. DECLARATIONS

- A. In the formal declaration process, the local jurisdiction(s) declare a disaster emergency as a prerequisite for requesting state assistance.
- B. The state must declare an emergency or disaster to request federal assistance. For terrorism/weapons of mass destruction incidents, the Washington Military Department-Emergency Management Division (WMD-EMD) will draft a declaration for the Governor's signature.
- C. The President may declare an "emergency" under Title V of the Stafford Act or a "major disaster" under Title VI of the Stafford Act if the incident causes "damage of sufficient severity and magnitude to warrant major disaster assistance under the Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

VI. KEY DEFINITIONS

- **Awareness** refers to the continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and react effectively.
- **Critical Infrastructures** refers to systems and assets, whether physical or virtual, so vital to the United States, Washington, Pierce County and its communities that the incapacity or destruction of such systems and assets would have a debilitating impact on security, economic security, public health or safety, or any combination of those matters.
- **Key Assets** refers to individual targets whose destruction would not endanger vital systems but could create local disaster or profoundly damage the Nation's, Washington's, Pierce County's, or its communities' morale or confidence. Key assets also include individual or localized facilities that deserve special protection because of their destructive potential or value to Pierce County and its communities.
- **NTAS** refers to the Department of Homeland Security's National Terrorism Advisory System. NTAS releases important information to citizens on a particular credible threat. The NTAS Alert is released to citizens with specific details on a credible threat and encourages citizens to report suspicious activity. The alert may also release guidance on how to prepare, prevent, protect, mitigate, or respond to the threat and emphasizes that citizens should to the best of their abilities follow these measures.
- **MARSEC** refers to the system of Terrorism Threat Conditions used to reflect the prevailing threat environment to the marine elements of the national transportation system, including ports, vessels, facilities, and critical assets and infrastructure located on or adjacent to waters subject to the jurisdiction of the United States. MARSEC levels are authorized and described in 33 CFR, Chapter I, Subchapter H, Part 101 (see graphic on next page).



- **Preparedness** refers to the activities necessary to build and sustain performance across all of the other domains.
- **Prevention** refers to actions to avoid an incident, to intervene and to stop an incident from occurring, or to mitigate an incident's effects.
- **Recovery** refers to those actions necessary to restore the community back to normal and to bring the perpetrators of an intentional incident to justice.
- **Response** refers to the activities necessary to address the immediate and short-term effects of an incident, which focus primarily on the actions necessary to save lives, to protect property, and to meet basic needs.
- **Terrorism** refers to the unlawful use of force and 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.