

WILSON COUNTY EMERGENCY OPERATIONS PLAN TERRORISM RESPONSE

I PURPOSE

This section provides information and guidance to responders of local government to an incident involving terrorist activity. It is meant as guidance only.

II SITUATION AND ASSUMPTIONS

Situation

The successful response to and management of a terrorist incident requires a well-planned, integrated and coordinated response from local government, neighboring jurisdictions, the private sector, state and federal agencies.

The 9-1-1 tele-communicators are usually the first interface between the terrorist incident and the first responders. The information obtained from callers can have a crucial impact on the safety and welfare of emergency responders. The value of these tele-communicators to first responders is heavily influenced by their knowledge of Weapons of Mass Destruction terrorism.

Some of the major issues that will require attention during management and control of a chemical or biological terrorist incident include:

- agent detection
- identification, and isolation
- down wind evacuation or shelter-in-place
- traffic rerouting, congestion and control
- disposition of the deceased
- hospital casualty overload
- public fear
- public information dissemination
- spread of contamination and disease
- safety and welfare of emergency responders
- evidence identification and preservation
- Suspect(s) identification, arrest and criminal prosecution.

Mass casualty triage and medical management, as well as mass decontamination procedures must be practiced with sufficient frequency to build both confidence and competence in emergency responders.

A chemical, biological or explosives-related terrorist incident is a federal crime scene, and in accordance with Presidential Decision Directive 39, the FBI has overall responsibility for crime scene management.

Because of the likelihood of mass casualties and large numbers of emergency responders from Wilson County and other nearby jurisdictions, and from state and federal agencies, it is imperative that a comprehensive accountability system be implemented and maintained throughout the incident.

A terrorist incident involving a chemical or biological agent is still a hazardous materials incident, but with the potential for much greater consequences and challenges for emergency responders. It is also likely to be a mass casualty incident. However, a bio-terrorist release will evolve over time, as the bacterial/viral symptoms may take hours or days to present and the infected people may or may not be infecting others.

Communication is an extremely critical element in the management of WMD terrorism incidents. It is important that timely and accurate information be shared with the various agencies involved in the incident. The community must also be kept apprised of matters potentially impacting their safety and welfare.

Assumptions

Planning and training prior to an incident will significantly reduce the risk to personnel.

Emergency response personnel are knowledgeable in the use of available resources.

Response time for resources requested from outside the County will require a minimum of two hours.

DEFINITION

Terrorism is defined as criminal acts or threats by individuals or groups to achieve political, social or economic gain or recognition by fear, intimidation, coercion, or violence against the government and its citizens.

Crisis Management

Crisis Management addresses the cause of a terrorist incident, the identity, motivation, and capability of the terrorists and the weapons they employ. Crisis Management is a law enforcement function and includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve the threat or act of terrorism.

In a terrorist incident, a crisis management response may include traditional law enforcement missions such as intelligence, surveillance, tactical operations, behavioral assessment, negotiations, forensics, and investigations, as well as technical support

missions such as agent identification, search, render safe procedures, transfer and disposal, and limited decontamination.

Consequence Management

Consequence Management addresses how the incident affects or potentially might affect public health, safety and the environment. Consequence management includes measures to protect public health, safety, and the environment, to restore essential government services, and to provide relief to governments, businesses, and individuals affected by the consequences of terrorism. In an actual or potential terrorist incident, command and control of local government resources may transition between the Wilson County Office of the Sheriff, Police Departments, Wilson County EMS, the Fire Department having jurisdiction, and the Wilson County Emergency Management Office. The Unified Command team approach SHALL be utilized to transition incident command and control among these agencies.

CONCEPT OF OPERATIONS

As part of the awareness program associated with acts of terrorism, the first responders (fire, EMS, law enforcement) must first insure their own protection and the protection of all responding departments. A new way of thinking, a new assessment process, and new response protocols will be required to first-in response departments.

A. Listed below is the primary components of the concept of operations. The primary first responders can address some of these components; the Incident Command System (ICS) and/or the EOC, when activated, will address other components.

1. Threat assessment levels
2. Notification process-internal-external-primary and support
3. Command and control function-ICS and Unified Command
4. New entry protocols
5. Crisis Management
6. Consequence Management
7. Roles, responsibilities, and checklist
8. Chain of evidence and evidence preservation

9. Other primary considerations as identified by response organizations

NOTE: The above is NOT an all-inclusive list. It is intended to emphasize the need for a more deliberate response process that will enhance responder and public safety. Each of the above items will be covered as part of response overview.

B. Threat Assessment

This element will be the responsibility of law enforcement agencies that consist of Police Departments, Wilson County Office of the Sheriff, State Bureau of Investigation, Federal Bureau of Investigation, and Bureau of Alcohol Tobacco and Firearms, and other law enforcement agencies that provide information on terrorist groups, individuals, and threat situations based on collected intelligence. The FBI will have primary responsibility for coordinating intelligence and threat assessment information. The Wilson County Office of the Sheriff will coordinate distribution of information to the primary response departments.

C. Notification Level-Internal/External-Primary/Support

Listed below are the primary response and primary support departments that would be part of the notification process.

Primary Response Departments

All Law Enforcement Agencies (local, state, and federal)
Fire Service
Emergency Medical Service

Primary Support Departments

Hospital
Public Health Department
NC Division of Emergency Management
Department of Social Services
Mental Health
Debris removal organizations
Corporate Communication/Public Information-City & County
American Red Cross – Wilson/Greene Chapter
Poison Control Center- Charlotte, NC

This list can be expanded as the need arises or as the scope of operations expands. The IC can demobilize departments if the situation changes. Each agency should develop its own internal notification procedures.

D. Command and Control

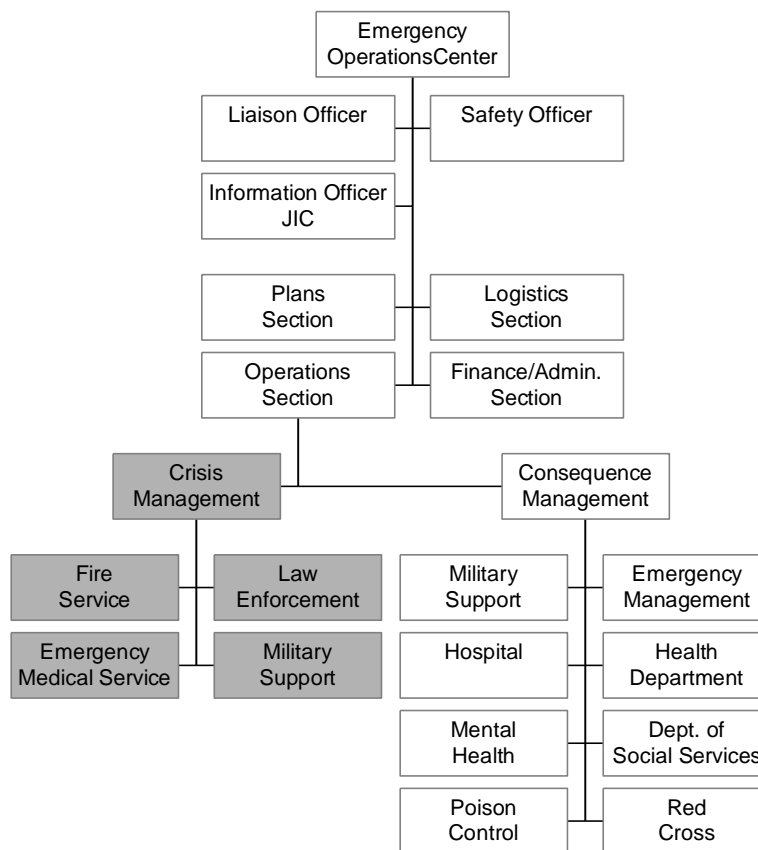
This function is critical for ensuring a successful operation. It is **ABSOLUTELY IMPERATIVE** that a team approach for command and control be used for response. In all incidents within Wilson County, the Fire Department will assume command of the consequence management phase of the incident. Because of the nature of these

incidents, the responsibility of stabilizing the immediate area of operations within the definition of consequence management lies solely with the fire department.

Within the definition of crisis management, the affected Law Enforcement Agency will assume responsibility for the situation and take appropriate action. There may be situations where consequence and crisis management must be addressed simultaneously where law enforcement and the fire department share command and control. As soon as possible the core group will establish a Unified Command structure for tactical and investigative operations. The core group will consist of:

- Affected law enforcement agency
- NCSBI
- FBI.
- Volunteer fire departments based on jurisdiction boundaries
- Police Department, Wilson County Office of the Sheriff
- Wilson County EMS

Terrorism Response & Recovery



Once the unified agree upon tactical and investigative issues.

established, command will criminal

There is no clear separation between consequence and crisis management in instances where both consequence and crisis are operational concurrently. The Unified Command will prevail in instances where the consequence and crisis functions cross the determination made, to insure the health and safety of responders, the general public, and evidence in that order.

It is possible that command of the scene may be transferred back and forth between consequence and crisis based on needs, several times before the incident is brought to a resolution. The various agencies that comprise both consequence and crisis management may be brought to the forefront depending on the immediate circumstances and requirements faced as the situation unfolds.

It is imperative that immediate command and control be established to insure control measures are implemented for life, safety, and evidence preservation.

All responding departments of local government must be prepared to interface with their state and federal counterparts at both the incident site and the EOC.

The EOC, when activated, will be the command and control center. Operational command will be maintained at the incident site.

Unified Command:

This type of command and control is represented by multiple levels of government and is more often than not seen in the EOC environment. A *unified command system* consists of a core group of agencies from city, county, state, and federal governments in a common location. This command structure is also found in large-scale incidents such as terrorist acts or WMD events.

E. New Entry Protocols

A terrorist incident or WMD event will require new entry protocols to insure responder safety. Guidelines are to be established based on threat level at the time of the incident. Entry into an area or building that may be contaminated or may have been destroyed by an explosion can range from normal site access with no protective measures to Level A entry suits with HOT ZONES set to protect responders.

Threat levels as defined in Section V, Item A, will set new protocols.

F. Crisis Management and Consequence Management

These sections are combined because they operate in parallel and continuous fashion from initial response to final recovery. They deal with all phases of incident operation to include, but not limited to, response, recovery, clean up, and site restoration.

G. Roles, Responsibilities and Checklist

This part of the planning document is detailed in Section VI, Item B and in each of the core groups internal SOGs. The listing represents the primary factors associated with response to terrorist incidents

H. Preserving and Collecting Evidence

Each agency's SOG addresses this operational area in more detail in Section VII, and. This function may be part of new site entry protocols. Life safety issues will take precedence over this area of operation; however maintaining the chain of evidence is a crucial element. The preserving and maintaining of evidence should be considered and exercised at every opportunity.

V. IMPLEMENTING GUIDELINES

The information below is meant as basic response guidelines for terrorist incidents. The IC must use discretionary judgment to insure a timely, professional response. The only way to insure the IC's decisions are in the best interest of responders and the public is to use all possible sources of information from all response organizations in the decision-making process.

A. Threat Assessment Levels

This level is constantly being monitored by all law enforcement to the best of their ability. The primary law enforcement agency, in this regard, is the Federal Bureau of Investigation. The primary state law enforcement agency is the North Carolina State Bureau of Investigation. The primary law enforcement agency for Wilson County is the Office of the Sheriff. Other federal, state, and local law enforcement agencies may also have information available. One of the FBI's primary missions is to monitor terrorist groups, corroborate information received, identify terrorist members and prepare a law enforcement interdiction plan.

As part of this ongoing initiative, information discovered or obtained from other sources will be shared with other law enforcement agencies as appropriate for law enforcement action and later with appropriate local and/or state officials. IN THE EVENT OF DANGER TO THE HEALTH OR WELFARE OF THE GENERAL PUBLIC, THE FBI WILL SHARE ALL INFORMATION NECESSARY TO SAFEGUARD THE SAFETY, HEALTH, AND WELFARE OF THE GENERAL PUBLIC.

Because a threat may be received by or relayed to the Emergency 9-1-1 Telecommunicators, it is incumbent that the 9-1-1 staff and supervisors receive awareness training to assist them in recognizing a terrorist threat/act and

respond accordingly. Emergency 9-1-1 communication center supervisors/managers will be provided information so that they may better fulfill their role and responsibilities. All E-9-1-1 communications center supervisors/managers should be involved in the intelligence briefings that are part of threat level assessment.

Wilson County has chosen to establish threat levels to assist in a response to a terrorist incident. They are as follows:

Threat Level 4- Minimal Threat:

Received threats do not warrant actions beyond normal liaison notifications or placing assets or resources on a heightened alert (agencies are operating under normal day-to-day conditions).

Threat Level 3- Potential Threat:

Intelligence or an articulated threat indicates a potential for a terrorist incident. However this threat has not yet been assessed as credible.

Credibility assessment process is initiated.

Request and deployment plans for resources should be made, should the resources be required.

Notification of primary response departments is required. Primary response departments are appropriate law enforcement, fire department, rescue, EMS and Emergency Management.

Threat Level 2- Credible Threat:

A threat assessment indicates that the threat is credible, and confirms the involvement of a WMD in the developing terrorist incident. Threat Level 2 requires the tailoring of response actions needed to anticipate, prevent and/or resolve the crisis.

Notification to primary response departments is required.

Development of Unified Command structure should be implemented among the primary response departments.

Activation of the Joint Operations Center (JOC) and the Joint Information Center (JIC), with representation limited to the primary response departments should be considered. Notification of primary support departments may be implemented upon approval of the Unified Command structure.

Primary support departments include but are not limited to NCDEM, NCDOT, Law Enforcement, Fire Marshal, EMS and Emergency Management.

Threat Level 1- Terrorism Incident:

A terrorism incident has occurred which requires the immediate use of local resources in response to limited or major consequences of the event.

Local response to the incident requires augmentation by State and Federal resources.

Unified Command structure shall be implemented.

Activation of the Emergency Operations Center is required.

Incident Command will be transferred to the EOC. Operations Command will be maintained at the incident site.

JIC & JOC need to be operational

VI. NEW ENTRY PROTOCOLS

This operational area will be headed by the Regional Hazardous Material Response Team and shall be incorporated into the SOGs for all responding organizations. In addition, this is part of the new awareness that must be included in the training program for all responders in the county. Implementing of entry protocols shall be based on intelligence provided by law enforcement. Coordination between the fire service, Regional Haz-Mat team and law enforcement is vital for the safety of the responders and investigative personnel and to minimize their exposure in a dangerous situation. The primary components of the new entry protocols are as follows:

Awareness of the possibility of secondary explosive devices or secondary hazards.
Personal protective equipment - when and what to wear as minimum requirement for entry into an incident site.

Who should enter the facility

Maintaining the *chain of evidence* process

Training standards- all training is the same format to insure uniformity

Clearly defined hot zones, warm zones, and safe zones

Signs and symptoms- Critical for early identification of agent or chemical

SOG development team

Other

A. Roles, Responsibilities, and Checklists

This section outlines the primary areas of responsibility for the responding organizations. The checklist identifies critical items of concern for all organizations. All additional checklists, or areas of responsibilities, will be covered in SOG's.

B. Areas of Concern- Threat Level Conditions

All responding organizations will implement or alert their people to the following areas of concern in accordance with the threat level conditions:

- Develop internal notification procedures for responding departmental personnel
- Insure internal distribution of response plan
- Follow directions of Unified Command through IC and EOC
- Insure implementation of adequate departmental training programs
- Develop control measures for Chain-of-Evidence process
- Provide department representatives to incident site and EOC
- Document all response activities from time of notification until termination
- Participate in Direction and Control team as directed by IC or EOC
- Anticipate the committing of all available departmental resources to response and recovery effort
- Provide department needs assessment for operation to IC or EOC
- Develop a need-to-know list for internal operations (each department)
- Other as directed by IC or EOC

C. Law Enforcement Agencies- Local

- Develop or enhance intelligence gathering capability for acts of terrorism
- Establish distribution of notification process for sharing of information
- Determine Threat Level (TL) based on information assessment
- Initiate notification process to all organizations listed in Section IV, Item C
- Maintain open lines of communications on intelligence with state and federal agencies
- Review Personal Protective Equipment (PPE) requirements and site entry protocols
- Initiate a meeting of organizations based on assessment of conditions
- Assign representative to development team for SOG's
- Establish site security based on hot zones, warm zones, and safe areas
- Assist in site evacuation of personnel
- Provide shelter security for activation of shelters resulting from incident
- Provide guidance or training for maintaining Chain-of-Evidence process
- Provide Awareness level training to all employees
- Provide IC level training to all supervisors
- Provide stand by capabilities for security at hospitals and medical facilities
- Establish ICS if first on scene
- Develop Bomb Tech/Haz-Mat Tech SOG's
- Other as identified by local law enforcement

Fire Service- Local

- Assign representative to SOG development team (all parties)
- Provide fire suppression at site and surrounding location as required

- Determine hot zone, warm zone, and safe zone
- Assist in evacuation of personnel from site
- Determine area to be evacuated for public safety
- Work with law enforcement for preservation of site evidence
- Develop new site entry protocols as part of SOG team development
- Identify, to maximum extent possible, injured personnel and facilities
- Assist medical examiner with remains recovery
- Establish ICS if first on scene
- Provide Operations level training to all employees/members
- Provide IC level training to all supervisors
- Provide Haz-Mat level training to all Haz-Mat Technicians
- Train personnel in signs and symptoms of chemical and biological agents
- Provide IC and EOC with needs assessment for incident resolution
- Observe site entry protocols
- Provide mass decontamination of on-site personnel
- Provide mass decontamination at local hospitals needed by a predetermined system
- Develop Mutual Aid plans which allow for the immediate utilization of on duty resources
- Other- to be determined

E. Rescue Provider- Local

- Assist with Mass decontamination of on site personnel
- Assign representative to SOG development team
- Determine hot zone, warm zone, and safe areas
- Provide rescue and search resources for operation
- Provide Emergency Medical Technician (EMT) level for medical assistance
- Assist in evacuation of personnel from site
- Interface with EMS paramedics on medical assistance issues
- Develop new site entry protocols as part of SOG team development
- Assist medical examiner with remains recovery
- Establish ICS if first on scene
- Provide Operations level training to all employees
- Provide IC level training to all supervisors
- Provide or arrange to assist with medical coverage at shelter site
- Provide for medical monitoring of response personnel
- Train personnel in signs and symptoms of chemical and biological agents
- Provide IC and EOC with needs assessment for incident resolution
- Observe site entry protocols
- Develop Mutual Aid Plans, which allow for the immediate utilization of on duty resources
- Other (to be determined)

F. Emergency Medical Service Provider

- Assume lead role for on-site medical assistance
- Develop interface with medical doctors for on-site triage of patients
- Develop procedures for notification of medical service providers
- Assign representative to SOG development team
- Identify to maximum extent possible injured personnel and fatalities
- Assist medical examiner with remains recovery
- Provide Awareness level training to all employees
- Provide IC level training to all supervisors
- Provide or arrange for medical coverage at shelter site
- Provide for medical monitoring of response personnel
- Train personnel in signs and symptoms of chemical and biological agents
- Provide IC or EOC with needs assessment for incident resolution
- Observe site entry protocols
- Assist with mass decontamination of on-site personnel
- Other

G. Review General Guidelines for Roles, Responsibilities, and Checklists

All other agencies listed in Section IV, Item C, will review general guidelines for Roles, Responsibilities, and Checklists and will develop more detailed protocols as part of the consequences management of response efforts.

VII. CHAIN OF EVIDENCE

A. New Site Entry Protocols

This process is part of the new site entry protocols and is critical for ensuring preservation of any evidence. Although this phase of the operation is very critical to incident resolution, it should NEVER take precedence over LIFE SAFETY operations. The law enforcement services at local, state, and federal levels will provide guidance on this part of the incident operation. All agencies, both primary and support, must be aware of the importance of this issue.

B. Considerations

Do not throw away any debris or trash from the scene
Debris removal will be controlled by law enforcement agency at local, state, or federal level.
Rescue personnel and medical personnel at the site and at the hospital should be familiar with this operation and will do all within their power to insure preservation of evidence short of life safety or life and death situation.

Private contractors for debris removal MUST follow directions of law enforcement agencies.

Debris disposal will also be directed by law enforcement agencies.

VIII. MASS DECONTAMINATION

A. This segment of response to terrorist incidents or WMD events is a very critical part of response. The ability to conduct mass decontamination of large numbers of people in a very short period is imperative to limit exposure, possible burden to hospitals, and spread of contamination. The role of decontamination falls under the Fire Department. The primary departments assigned this program element are:

1. County Fire Departments
2. Mutual Aid Fire Departments for
 - a. Dependable source of clean water
 - b. Adequate resources to conduct operation
 - c. Adequate workforce to perform mission
 - d. Ability to conduct operation at multiple locations
 - e. What other resources are needed?
3. Wilson County EMS units for trained medical personnel.
4. State resources located within local jurisdiction

B. Local resources will be the primary source for this program element. The state will also provide assistance, and mutual aid requests can provide additional resources and personnel. In addition, elements of the military and other rapid response agencies can assist in this phase of the operation. Prior agreements with local and state units listed above will be part of local and state plans that address mass/large-scale decontamination.

IX. PUBLIC INFORMATION

This area of response for incidents of terrorism or suspected acts of terrorism or WMD events is critical to insure public confidence, eliminate rumors, provide accurate, timely information to concerned responders and to citizens. This activity MUST be a joint effort by all levels of government and MUST be centrally located, preferably near the EOC. The establishment by local government of a Joint Information Center (JIC) with all levels of responding government organizations present will be the basis for disseminating information to the media

and the public. The Wilson County Public Information Officers Procedures Guide will be followed in this process.

X. DEMOBILIZATION/DEACTIVATION

This part of response to and recovery from terrorist incidents or WMD events will be determined by the EOC based on feedback and information from law enforcement agencies and on the threat level as defined by the lead agency (law enforcement). In addition, the Emergency Management Office will establish a time for critique by responding agencies and by recovery, crisis management, and consequence management efforts associated with the incident.

XI. DOCUMENTATION

Each agency will be responsible for documentation of their actions. The use of written statements, chronological sequence writing, videotaping and still photography will be beneficial in many issues. Evidence preservation and chain of custody issues are just a few which will benefit. In addition, during the process of applying for reimbursement for damaged, lost or destroyed equipment, these records will be needed. As soon as possible during the incident, a scribe or documentation officer should be assigned to the Command Post to document overall actions on the scene. This information can be passed on to the next Incident Commander. This documented information shall be passed on to the lead agency conducting the investigation.

XII. CRITICAL INCIDENT STRESS DEBRIEFING

The Incident Commander shall take into account the need for on-scene debriefing of personnel. Each agency shall establish internal SOG's for debriefing within their respected agency. Combined or common debriefing sessions should be made available to first responders as soon as the crisis phase is over.

(27 March 2012)