

ANNEX M – TERRORISM
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ANNEX M – TERRORISM

I. SITUATION AND ASSUMPTIONS

A. Situation

1. Recent events worldwide have prompted all levels of government to take a closer look at terrorism and how it can affect their jurisdiction.
2. Terrorist acts could include threats of kidnapping, bombing, sabotage, assassination, high-jacking transportation, the use of weapons of mass destruction against the civil population, or the actual commission of any of these or similar acts.
3. By most estimates, the threat of terrorism in the United States is increasing. Recent history has demonstrated that terrorism can originate with domestic or foreign individuals or groups. In response to this risk, federal, state, and local jurisdictions should develop special initiatives in domestic preparedness.
4. Unique among the acts of terrorism is bioterrorism. It may first be recognized as an unusual occurrence of a severe human illness. As such, it will be recognized first by medical and public health personnel. Public health agencies will have to rapidly distinguish between illness due to intentional or unintentional causes based on epidemiological data and laboratory testing.
5. Terrorist incidents, including threats of potential incidents, create a unique challenge to public safety officials at every level of government. There are distinct legal authorities that impact how either the threat or occurrence of acts of terrorism are managed. There are special organizational structures that come into play only in terrorist incidents, such as specialized resources that may be required, supported, and managed, as well as special risks to the general public, first responders, and local public health officials.
6. Despite the significant federal role in terrorism response, state and local jurisdictions have the primary responsibility for protecting public health and safety. Local law enforcement, Emergency Medical Services (EMS), and fire agencies will be the first units to respond to a terrorist incident. Local health care agencies will be required to provide treatment to victims and, in cases of nuclear, chemical, or biological incidents, rapidly identify the substance used in the attack. Citizens will inevitably look to local and state officials and the media for information regarding what has occurred and what actions are being taken.

B. Assumptions

1. Terrorist attacks may or may not be preceded by a warning or a threat, and may at first appear to be an ordinary hazardous materials incident.
2. Terrorist attacks may require a vast response effort from all levels of government (federal, state, and local).
3. Terrorist attacks may result in large numbers of casualties, including fatalities, physical injuries, and psychological trauma.
4. The presence of a chemical or biological agent may not be recognized until some time after casualties occur.
5. State and local agencies should have the capability to manage the initial crisis and consequence responses to a threat or an actual terrorist incident.
6. An effective crisis and consequence management response to a terrorist threat or incident will require careful coordination in planning, training, and operations among local, state, and federal agencies representing many different functions and disciplines.
7. Warning time will be sufficient to allow controlled evacuation of the risk areas. Movement of the population from the high-risk area should be completed within 72 hours after evacuation has been directed.
8. Local government officials will direct the orderly movement back to the high-risk area after being advised by the Governor, who will act in concert with national policy.

II. CONCEPT OF OPERATIONS

A. General

1. A terrorist threat or actual incident will likely require response by state and federal governments. However, Tucker County and its local governments will still play a key role in crisis management and the full role, initially, in consequence management, with a portion of that role continuing throughout.
2. Crisis Management and Consequence Management
 - a. **Crisis Management** is defined as “The law enforcement response to the causes of terrorist incidents, terrorists, and their weapons.” It includes measures to

identify, acquire, and plan for the use of resources needed to anticipate, isolate, prevent, and/or resolve a threat or act of terrorism. In an incident, a crisis management response may include traditional law enforcement missions (i.e. intelligence, surveillance, negotiations, forensics, investigations relating to apprehending the terrorist, etc.) and technical support missions (i.e. agent identification, search, disablement, transfer and disposal, and limited decontamination relating to the weapons).

i. Pre-incident crisis management activities include efforts to define the threat, identify terrorists, and prevent terrorist acts. Post incident crisis management activities include efforts to resolve the terrorist incident, investigate it, and apprehend those responsible. Law enforcement agencies have the lead in terrorism crisis management activities.

- The Tucker County Sheriff's Department and/or municipal Police Departments have the lead local role in terrorism crisis management (depending on the location of the incident) and will coordinate their efforts with state and federal law enforcement agencies as appropriate.
- The West Virginia State Police (WVSP) is the lead state agency for terrorist incident response. The WVSP will coordinate state law enforcement response to a potential terrorist incident and the use of state resources to support crisis management activities.
- The FBI is the lead federal agency and will manage the federal crisis management response. As the overall crisis management lead role, local law enforcement and the WVSP support FBI operations.

ii. When a credible threat of a terrorist attack exists, the Tucker County OEM Director will activate the EOC or, if security necessitates, activate a specialized facility to facilitate coordinated terrorism crisis management operations. The WVSP and FBI may be invited to provide liaison personnel to participate and coordinate the use of state and federal resources.

b. **Consequence Management** is defined as “Addressing the effects of terrorist threats or incidents on people, property, and communities. It includes 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. In a WMD/NBC incident, consequence

management includes emergency management missions as described in the National Response Plan (NRP).

i. Consequence management activities undertaken to deal with the effects of a terrorist incident are conducted in essentially the same manner as the response and recovery operations for other emergencies or disasters. Post-incident crisis management activities may continue during consequence management. The lead agencies for crisis management and consequence management should mutually determine when crisis management activities are complete.

- The fire chief of the affected jurisdiction will normally be the Incident Commander (IC) in terrorism consequence management for most types of terrorist incidents, but may relinquish this role to the Tucker County Health Department for incidents involving biological agents.
- The West Virginia Division of Homeland Security and Emergency Management (WVDHSEM) is the lead state agency in terrorism consequence management. The WVEOC will coordinate state resource support for local terrorism consequence management operations.
- FEMA is the lead federal agency for consequence management operations and shall coordinate the federal resource support for such operations.

c. Interrelationship of Crisis and Consequence Management

i. Crisis and consequence management may occur simultaneously during a threat or actual incident. While a threat is being evaluated for credibility, consequence management agencies may begin evaluating what actions can be taken to prepare for responding to a credible threat and the occurrence of a terrorist incident. These activities may include activating plans and pre-positioning personnel, materials, and supplies.

d. Graduated Response

i. The federal government, if involved, will utilize a graduated response when managing terrorist incidents. It is designed to produce a safe, effective response. A graduated response will include the following:

- Assessment of the incident by trained responders utilizing appropriate equipment and protective clothing.
- Emergency deployment of technical personnel and resources to the incident site.
- Response and establishment of known management resources to a command post area near the incident site.

e. Situation Progress

- i. As the situation evolves and state and federal assistance has been requested, the potential for significant consequences may become imminent. FEMA will immediately consult with the White House and the WVDHSEM to determine whether to pre-deploy consequence management assets. At this point, FEMA may activate its Regional Operations Center (ROC).

f. Incident Response

- i. If an incident occurs without warning that produces major consequences and appears to be caused by an act of terrorism, the FBI and FEMA will initiate crisis and consequence management actions concurrently. FEMA will immediately consult with the White House, the Governor of West Virginia, and Tucker County officials to determine the scope of the consequence management response. It should be noted that bioterrorism incidents may be recognized after the fact by local health care providers who report illnesses to the WVBPH. WVBPH may need to evaluate human illness to determine if an event occurred and what population may be at risk.

g. Disengagement

- i. If an act of terrorism does not occur, the consequence management response disengages when the FEMA Director, in consultation with the FBI Director, orders the FEMA region to issue a cancellation notification. If an act of terrorism occurs, each NRP structure and agency disengages at the appropriate time according to the conditions of the situation and in coordination with decisions reached through the Unified Command (UC) and the JOC/JFO.

3. Requesting External Assistance
 - a. Depending on the severity of the incident, the county commissioners or mayors of the municipalities may issue a local disaster declaration and request assistance from the State of West Virginia. The OEM Director will make this request. The Governor may declare a State of Emergency for the local area and request the president issue a federal emergency or disaster declaration for the local area.

- B. Protecting Emergency Responders: Emergency personnel first responding to a terrorist incident must be protected from the various hazards that a terrorist incident can produce. These include:
 1. Mechanical Hazards – Any type of mechanical harm causing trauma (including gunshot wounds, bomb fragments, or shrapnel).
 2. Etiological Hazards – Disease causing material including bacteria (e.g. anthrax), rickettsia (e.g. Q fever), viruses (e.g. hemorrhagic fever) and toxins (e.g. ricin or botulinus).
 3. Thermal Hazards – From both extreme heat and cold (e.g. burning liquids and metal-like magnesium) and cryogenic materials such as liquid oxygen.
 4. Chemical Hazards – Toxic or corrosive substances (e.g. acids such as sulfuric or hydrochloric; caustics such as ammonium hydroxide; toxic substances such as nerve agents, pesticides, or other chemical agents.)
 5. Radiological Hazards – Alpha, beta and gamma radiation from nuclear material.
 6. Asphyxiation Hazards – Lack of oxygen in the atmosphere due to displacement by heavier- than-air vapors, inert gases, or depletion by a chemical reaction such as burning.

- C. Though the type of protection required varies from hazard to hazard, there are three (3) basic principles of protection that apply to all hazards: time, distance, and shielding.
 1. Time – Spend the shortest amount of time possible in the hazard area or exposed to the hazard. Use techniques such as rapid entries to execute reconnaissance or rescue. Rotate personnel in the hazard area. The less time spent in the affected area, the less likely you are to become injured. Minimizing time spent in the affected area will also reduce the chance of contaminating the crime scene.

2. Distance – Maximize the distance from the hazard area or the projected hazard area. For chemical hazards, recommended distances are included in the 2004 USDOT Emergency Response Guidebook (ERG).
3. Shielding – Use appropriate shielding to address specific hazards. Shielding can include vehicles, buildings, chemical protective clothing, and personnel protective equipment.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. County Commissioners/ Mayors

1. Provide policy guidance for response to anti-terrorism and counter-terrorism programs.
2. Provide general direction for response and recovery operations in the aftermath of a terrorist incident.

B. OEM Director

1. Coordinate regularly with the Tucker County Sheriff's Department, municipal police departments and other law enforcement agencies with respect to terrorist threats and determine appropriate readiness actions during periods of increased threat.
2. In conjunction with other local officials, make an assessment of the local terrorist threat, identify high-risk targets, determine the vulnerabilities of such targets and the potential impact upon the population, and recommend appropriate mitigation and preparedness activities.
3. The OEM Director and/or the IC will contact the WVDHSEM regarding deployment of the Region 4 Regional Response Team or the 35th CST(WMD) in St. Albans to respond to terrorist incidents.
4. In coordination with other local officials, recommend appropriate training for emergency responders, emergency management personnel, and other local officials.
5. Coordinate periodic drills and exercises to test plans, procedures, and training.
6. Develop and conduct terrorism awareness programs for the public and for businesses dealing in weapons or materials that may be used by terrorists to produce weapons.
7. Develop common communications procedures.
8. Request state assistance, if needed.

C. Law Enforcement

1. Conduct anti-terrorist operations and maintain terrorist profile information. Advise the OEM, WVSP, and the FBI of significant terrorist threats.
2. Recommend passive protection and security programs for high-risk government facilities and make recommendations for such programs to the owners/operators of private facilities.
3. Conduct terrorism response training programs for law enforcement personnel and support public education and awareness activities.
4. Provide law enforcement representatives to the EOC.
5. Secure the scene, reroute traffic, and implement crowd control measures, if necessary.
6. Brief emergency response personnel on crime scene protection.
7. Coordinate the deployment and operation of counter-terrorist response elements.
8. Conduct reconnaissance in the vicinity of the incident site to identify threats from delayed action and secondary weapons.
9. Organize and conduct evacuation of the public and of special facilities, if required.
10. In coordination with state and federal authorities, investigate incident, identify, and apprehend suspect(s).
11. As identified in Annex K, conduct Search and Rescue (SAR) operations.

D. Fire Services

1. Coordinate all fire and rescue operations during terrorist incidents, to include initiating the Unified Command System.
2. Dispatch and deploy fire personnel and equipment during an emergency.
3. Control fires, if necessary.
4. Support search and rescue operations, as needed.
5. Provide support for evacuation operations, if requested.
6. Set-up decontamination areas for emergency responders and victims, if needed.
7. Carry out initial decontamination of victims, if required. Procedures must be available for emergency decontamination of large numbers of people.
8. Identify apparently unsafe structures; restrict access to such structures pending further evaluation.
9. Identify requirements for debris clearance to expedite fire response and search and rescue.

10. Activate fire and rescue mutual aid, as needed.
11. Provide emergency power and lighting at the incident site, upon request.

E. Emergency Medical Services (EMS)

1. Respond to medical emergency calls.
2. If mass casualties have occurred, establish triage.
3. Provide emergency medical care to the injured.
4. Transport patients in a timely manner to appropriate medical facilities.
5. Request medical mutual aid, if necessary.
6. Assign a liaison to the EOC, if needed.

F. Public Works

1. Assign liaison personnel to the EOC, if needed.
2. Clear and/or remove debris as directed.
3. Support SAR operations.
4. Provide barricades and temporary fencing, as requested.
5. Carry out emergency repair to streets and bridges, as necessary, to support emergency operations and restore essential traffic.
6. Conduct preliminary assessment of damage to structures and streets.
7. Provide other public works and engineering support for emergency operations, as necessary.
8. Request mutual aid assistance, if necessary.

G. Utility/Water and Wastewater Departments

1. Carry out emergency repairs to water and wastewater systems as necessary to support emergency operations and restore essential public services.
2. In coordination with local and state public health agencies, ensure the safety of water and wastewater systems. Initiate water conservation procedures, if necessary.
3. Conduct preliminary assessment of damage to water, wastewater, and drainage systems.
4. Identify requirements for emergency drinking water supplies from outside sources, if needed.

H. American Red Cross (ARC)

1. Operate mass care facilities/shelters, if necessary.

2. Report to EOC as directed in Annex F: Shelter and Mass Care.
- I. Citizens Corps
 1. Provide the public with information on how to prepare for biological, chemical, and nuclear terrorist attacks.
 - J. CERT
 1. Supplement county search and rescue capabilities.
 - K. Other Tasked Organizations
 1. Provide personnel, equipment, and supply support for emergency operations upon request.
 2. Provide trained personnel to staff the EOC.
 3. Provide technical assistance to the EOC upon request.
 4. Participate in terrorism awareness, training, drills, and exercises.

IV. DIRECTION AND CONTROL

- A. The county commissioners or the municipal mayors will provide general guidance for emergency operations, including the response to terrorist incidents. During periods of heightened terrorist threat, or after an incident has occurred, the local EOC will be activated.
- B. The OEM Director will provide overall direction and coordination of the terrorist incident response activities of the responding departments and agencies. During terrorist incidents, he/she may carry out those responsibilities from the EOC.
- C. If resources are insufficient or inappropriate to deal with an emergency situation, assistance may be requested from other jurisdictions pursuant to mutual aid agreements or from organized response groups, such as the Region 4 Regional Response Team, and the 35th CST(WMD) from St. Albans. Mutual aid personnel and volunteers will normally work under the immediate control of their own supervisors. All response agencies are expected to conform to the general guidance provided by senior decision-makers and carry out mission assignments as directed by the EOC.
- D. Federal agencies respond in accordance with the NRP and serve under the direction of the appropriate ESF headquarters unit and coordinate as necessary with local efforts through the JFO.

V. CONTINUITY OF GOVERNMENT

- A. The line of succession is as follows concerning terrorist incidents in Tucker County.
 - 1. County Government
 - a. County Commission President
 - b. County Commission in order of their seniority
 - c. Sheriff
 - 2. City Government
 - a. Mayor
 - b. City Council Members in order of their seniority
 - c. City Manager/Designee

VI. ADMINISTRATION AND LOGISTICS

- A. Reports and Records
 - 1. Situation Report
 - a. The Tucker County OEM will report relevant information regarding terrorist incidents to the appropriate local, state, and federal agencies.
 - 2. Activity Logs
 - a. The EOC shall maintain accurate logs recording key response activities and the commitment of resources.
 - 3. Cost Records for Terrorist Incident Response
 - a. For terrorist incidents, all departments and agencies participating in the emergency response shall maintain detailed records of labor costs, equipment usage, and supplies expended. These records may be used to recover allowable response and recovery costs from the federal government in the event a federal emergency or disaster declaration is issued by the President.
 - 4. Preservation of Records
 - a. As terrorists often target government facilities, government records are at risk during terrorist incidents. To the extent possible, legal, property, and tax records

should be protected. If government records are damaged during the incident response, the EOC should be promptly advised so that timely professional assistance can be sought to preserve and restore them.

5. Post-Incident Review

- a. The OEM Director is responsible for organizing and conducting a critique following the conclusion of a significant terrorist incident.

- B. As specified throughout the EOP, requests for external resources should be in accordance with the NIMS Resource Definitions. The NIMS has classified many commonly-requested resources by a standardized terminology. See Annex H (Resource Management) for a listing of the definitions.

VII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The OEM Director is primarily responsible for developing and maintaining this annex.
- B. This annex will be reviewed and updated as specified in the basic plan section of the EOP.

VIII. AUTHORITIES

A. Authorities

1. Public Law 102-201, Defense Against Weapons of Mass Destruction Act.
2. Public Law 107-296, The Homeland Security Act of 2002.
3. Public Law 107-188, The Public Health Security and Bioterrorism Preparedness and Response Act of 2002.
4. Terrorism Annex to the National Response Plan.
5. HSPD-2: Combating Terrorism through Immigration Policies.
6. HSPD-3: Homeland Security Advisory System.
7. HSPD-4: National Strategy to Combat Weapons of Mass Destruction
8. HSPD-5: Management of Domestic Incidents
9. HSPD-7: Critical Infrastructure Identification, Prioritization, and Protection
10. HSPD-8: National Preparedness
11. HSPD-9: Defense of United States Agriculture and Food

12. HSPD-10: Biodefense for the 21st Century
13. HSPD-11: Comprehensive Terrorist-Related Screening Procedures
14. Presidential Decision Directive 39, US Policy on Terrorism.
15. Presidential Decision Directive 62, Combating Terrorism.
16. Presidential Decision Directive 63, Critical Infrastructure Protection.
17. West Virginia Code, as amended.

IX. LIST OF APPENDICES

- Appendix 1 – Threat Notification Procedures
- Appendix 2 – WV Crisis Management Task Force
- Appendix 3 – Specialized State Resources
- Appendix 4 – Crisis Counseling
- Appendix 5 – Federal, State, and Local Crisis and consequence Management Responsibilities
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- Appendix 8 – State of West Virginia Threat Assessment & Notification Procedure for
Suspect Bioterrorism Events

X. AUTHENTICATION

Date

Tucker County OEM Director