

***Response Guidelines to Acts of Terrorism***  
***Dare County***

**I. Purpose**

**II. Scope**

**III. Definitions**

- **Crisis Management**
- **Consequence Management**

**IV. Concept of Operations**

- **Threat Assessment**
- **Notification Level**
- **Command and Control**
- **Crisis Management and Consequence Management**

**V. Implementing Guidelines**

- **Threat Assessment Levels**
  1. **TL-1**
  2. **TL-2**
  3. **TL-3**

**VI. New Entry Protocols**

- **Roles and Responsibilities**
  1. **All Agencies**
  2. **Law Enforcement**
  3. **Fire Services**
  4. **Emergency Medical Services**
  5. **Public Health**
  6. **Public Works**

**VII. Chain of Evidence**

**VIII. Mass Decontamination**

**IX. Public Information / Media Center**

**X. Demobilization**

*This document is to be used as guidance to the response organizations of Dare County and as information and program clarification to agencies of the state and federal government. Responders MUST be aware of a new thought process for response to terrorism incidents. It is imperative that first responders are aware of the potential for the injury and death to themselves and others so they can ensure a timely response and maximize the safety and welfare of the citizens of our community.*

*These guidelines will be supported by all annexes and attachments that are part of the Dare County Emergency Operations Plan.*

## **I. PURPOSE**

The purpose of this document is to provide guidance to responders of local government to an incident involving terrorist activity. *It is meant as guidance ONLY.* All agencies listed in section IV, Item B, should develop internal standard operations guidelines or protocols that address their response postures.

## **II. SCOPE**

This document is confined to the boundary of Dare County and its municipalities. It can be used outside the county as guidance for other counties and municipalities. The planning process is necessary to ensure a timely, professional response to incidents of terrorism by all organizations of local government.

- A. It is necessary that each level of government and each response organization be aware of the roles and responsibilities that are required for a professional response.
- B. The legal foundation for this plan can be found in the Presidential Decision Directive (PDD) PDD 39 dated June 1995 and PDD 62 dated May 1998.

## **III. DEFINITIONS**

Terrorism can be 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. In addition, there are two primary phases associated with terrorist incidents.

### **A. Crisis Management**

Crisis Management includes the broad spectrum of data collection and dissemination of information primarily to law enforcement groups and to other groups that are part of the initial response. This phase also represents the first-in organizations to incidents and is part of the consolidation efforts by all levels of government to ensure life, safety and rescue efforts.

**B. Consequence Management**

Consequence Management refers to response measures that are implemented to ensure continuity of essential services of government and to provide emergency relief to all levels of government. Consequence management is primarily an emergency management function. Crisis management and consequence management should be activated at the same time and work hand-in-hand to resolve and recover from acts of terrorism.

**IV. CONCEPT OF OPERATIONS**

As part of the awareness program associated with acts of terrorism, the first responders must first ensure their own protection and the protection of all responding departments. A new way of thinking, a new assessment process and a new response protocols will be required for first-in response departments. The three primary first responders of the county and municipalities (Fire, Police, EMS) will develop the STANDARD OPERATING GUIDELINES (SOG).

Listed below are the primary components of the concepts of operations. The primary first responders can address some of these components; The Incident Command System (ICS) and/or Emergency Operations Center (EOC), when activated, will address other components.

1. Threat assessment levels
2. Notification process-internal/external-primary/support
3. Command and Control functions-ICS and Unified Command
4. New entry protocols
5. Crisis Management
6. Roles and responsibilities an checklist
7. Chain of evidence and evidence preservation
8. Other primary considerations as identified by response organizations

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 the response overview.

**A. THREAT ASSESSMENT**

This element will be addressed by all law enforcement agencies in Dare County, to include local, state and federal services who can provide information on terrorist groups, individuals and threat situation based on collected intelligence. These groups will also provide information to determine the threat level of the incident.

B. **NOTIFICATION LEVEL**-internal/external-primary /support

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

1. All law enforcement agencies-local, state and federal
2. Fire service agencies of the county
3. Emergency Medical Service
4. Hospitals
5. Public Health Department
6. Emergency Management Office
7. N.C. Division of Emergency Management
8. Mental health organizations
9. Debris management organizations
10. Public Information organizations
11. Corporate Communications agencies
12. Corporate Utilities agencies

This list can be expanded as the need arises or as the scope of operations expands. The incident commander can dismiss departments/agencies as the situation changes. Each agency should develop its own internal notification procedures.

C. **COMAND AND CONTROL**

This function is the most critical for ensuring a successful operation. It is **ABSOLUTELY IMPREATIVE** that a team approach for command and control be used for response. In most incidents that involve a terrorist act, the local municipal or county volunteer fire departments would be on the scene first and would be the initial incident command. The IC could be transferred to other departments as the incident is resolved and recovery efforts are implemented.

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

The Emergency Operations Center, when activated, will be the command and control center the IC will be at this location. Operational command will be maintained at the incident site.

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

**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 agencies of the city and county government is single location. This command structure is also found in large-scale incidents and incident such as terrorism.

**D. CRISIS MANAGEMENT and CONSEQUENCE MANAGEMENT**

These sections are combined because they go hand in hand for response and recovery. They deal with all phases of incident operations to include response, recovery, clean up and restoration of site.

**V. IMPLEMENTING GUIDELINES**

The information below is meant as basic response guidelines for terrorist incidents. The IC must use discretionary judgment to ensure a timely, professional response. The only way to ensure the “IC” 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 operational level will be the responsibility of law enforcement agencies. The E911 center for the municipalities and county will likely be the first location to receive threats of terrorism. All E911 operators should receive the awareness training. All E911 communication center supervisors/managers should be involved in the intelligence briefings that are part of threat level assessment. Three levels (TL) are identified below.

1. **TL-1:** This threat level represents above average monitoring of national and international events that have a direct connection to terrorist activity. (The law enforcement agencies collecting this data are not required to notify other agencies).

Examples:

- a. Verifiable threats by terrorist in Third World Countries
- b. U.S. Embassy bombing and bombing outside United States

2. **TL-2:** This threat level represents terrorist activity in the U.S., particularly in the south and mid Atlantic States. Monitoring by law enforcement agencies is a daily activity, and possibly full-time assignments by police personnel, to monitor and collect intelligence. This threat level requires notification of all organizations listed in Section IV-B. In addition, a meeting of all agencies involved will be held to determine a plan of action, degree of plan activation, potential for incidents to take place in community and to identify possible targets. Daily reports mad to key officials.

Examples:

- a. Oklahoma City Bombing

- b. Atlanta Olympic Bombing
  - c. Courthouse bomb threat
3. **TL-3:** this level represents the highest degree of awareness and preparedness. No event has actually occurred; however, all indicators point to a possible event within a 24-hour period. Representatives from the agencies listed in Sec. IV-B, will be on 24-hour alert. A command location (EOC) will be established that will act as the clearinghouse for all information, rumors and press releases (JIC). The next step beyond this level is an actual event that has occurred in the community. The public service departments and corporate communication departments will be activated at this time.
- Examples:
- a. Planned rally/march by well known radical groups
  - b. Individual/group blocking access or holding occupants hostage for demands
  - c. Serious threat of violence or mass fatalities by known radical/threatening groups or individuals at a specific location or facility

## VI. NEW ENTRY PROTOCOLS

A terrorist incident will require new entry protocols to ensure responder safety. Guidelines are to be established based on the 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 protection measures to Level A entry suites with HOT ZONE set to protect responders.

This process is part of the new site entry protocols and is critical for ensuring preservation of any evidence collected. Although this phase of the operation is very critical to incident resolve from start to finish, 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.

This operational area will be detailed to the local fire agencies in conjunction with the NC Division of Emergency Management Regional Hazardous Materials Response Team and should be incorporated into the SOG's for all responding organizations. In addition, this area is part of the new awareness that must be included in the training program that reaches out to all responders in the local municipalities and Dare County. The new entry protocols should be part of SOG's. Implementation of entry protocols should be based on intelligence provided by law enforcement. The fire service/hazardous material team, law enforcement and emergency management agencies must work together as a close-

knit group to ensure that entry into possible area(s) of danger are minimized and that minimum personnel are exposed to danger. The primary components of the new protocols are listed below:

- Awareness of secondary devices
- Personnel protective equipment-when/what to wear for entry into site
- Who should go into the facility
- Maintaining the chain of evidence process
- Training standards-all agencies trained alike
- Clearly defined HOT, WARM AND SAFE ZONES
- Identification of signs and symptoms of chemical agents
- Additional protocols as identified by fire, hazmat, ems, em and emergency service agencies

#### A. **ROLES, RESONSIBILITIES and CHECKLISTS**

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

All responding organizations will implement or alert their people to the following areas of concern as part of threat level conditions:

All Agencies (LOCAL):

- Develop internal notification procedures for responding departmental personnel
- Ensure internal distribution of response plan
- Follow directions of IC and EOC
- Adhere to site entry protocols
- Ensure adequate training programs are implemented in their department
- Adjust work schedules for 24-hour operations for a minimum or 96 hours
- Develop control measures for Chain-or-evidence process
- Provide department representatives to incident site and EOC
- Document all response activities from time of notification until termination
- Participate in Command/Control team as directed by IC and EOC
- Operational commitment for all available departmental resources to response and recovery effort
- Provide department needs assessment for operation to IC and EOC
- Develop a need-to-know list for internal operations
- Other as directed by IC or EOC

#### **Law Enforcement Agencies**

Municipal police departments, Dare County Sheriff's Department local state and federal agencies

- Develop or enhance intelligence gathering capability for acts of terrorism

- Establish distribution or notification process for sharing of information
- Determine Threat Level (TL) based on information assessment
- Initiate notification process to all organizations listed in Sec IV-B
- Maintain open lines of communication on intelligence with state and federal agencies
- Review personal protective equipment requirements and site entry protocols
- Initiate a meeting of organizations based on assessment of conditions
- Assign representatives to development team for SOG's
- Establish site security based on Hot zone, Warm zone and Safe area
- 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
- Establish ICS if first on scene
- Provide standby capability for security at hospitals and medical facilities
- Additional protocols as identified by ICS/EOC

#### **Fire Services-Local municipalities and Dare County fire service**

- Assign representative to SOG development team
- Provide fire suppression at site and surrounding location as required
- Determine Hot Zone, Warm Zone and Safe areas
- Provide rescue and search resource operation
- Assist in evacuation of personnel from site
- Determine area to be evacuated for public safety
- Work with law enforcement for preservation of site evidence
- Interface with medical assistance issues
- Develop site entry protocols as part of SOG team development
- Identify injured personnel and fatalities
- Assist medical examiner with remains recovery
- Establish ICS if first on scene
- Be prepared to assume IC position as conditions change
- Provide medical coverage at shelter
- Provide for medical monitoring of response personnel
- Train personnel in signs and symptoms of chemical/biological agents
- Provide IC/EOC with needs assessment for incident resolve
- Observe site entry protocols
- Assist with mass decontamination of on-site personnel
- Additional protocols as determined by IC/EOC

#### **Emergency Medical Service**

- Assume lead role for on-site medical assistance
- Develop interface with medical doctors of on site triage

- Develop procedures for notification of medical services providers
- Assign representative to SOG development team
- Identify injured personnel and fatalities
- Assist medical examiner with remains recovery
- Establish ICS if first on scene
- Be prepared to assume IC position as conditions change
- Provide/arrange medical coverage for shelter site
- Provide for medical monitoring of response personnel
- Train personnel in signs and symptoms of chemical/biological agents
- Provide IC/EOC with needs assessment for incident resolve
- Assist with mass decontamination of on-site personnel
- Additional protocols as needed

### **Public Health Provider**

- Assign representatives to SOG development team
- Train personnel in signs and symptoms of chemical/biological agents
- Assist with medical monitoring of on-site personnel
- Monitor health status to identify community health problems
- Provide hazard analysis and risk assessment of recovered chemical/biological agents
- Diagnose and investigate health problems/hazards that may result from the incident
- Provide information to EOC for public dissemination of event
- Provide antitoxins and inoculations to personnel as a result of the event
- Additional protocols as required by EOC
- Provide for mortuary needs

### **Public Works**

- Assign representatives to SOG development team
- Provide clearance/debris removal equipment as directed by EOC
- Assist in locating working space for involved agencies
- Provide needs assessment for incident resolve
- Assist in construction of decontamination sites
- Additional protocols as required

## **VII. CHAIN of EVIDENCE**

- Do not discard any debris or trash from scene
- Debris removal will be controlled by law enforcement agencies at local, state and federal level
- Rescue personnel and medical personnel at the site and at the hospital will be familiar with this operation and will do all within their power to ensure preservation of evidence short of live safety or life or death situations

- Private contractors for debris removal must follow direction of law enforcement agencies
- Debris disposal will be directed by law enforcement in consultation with public health agency
- Additional protocols established as required

#### **VIII. MASS DECONTAMINATION**

- A. This segment of response to terrorist incidents is a very critical part of the response effort. The ability to conduct mass decontamination of large numbers of people in a very short period of time is imperative to limit exposure, possible burden to hospitals and spread of contamination.
- B. Local resources will be the primary source for this program element. The state will also provide assistance, and mutual aid request can provide resources and personnel. In addition, elements of the military, North Carolina National Guard and Air National Guard can assist in this phase of the operation. Prior agreements with local and state units located above will be part of local and state plans that address mass/large scale decontamination.

#### **IX. PUBLIC INFORMATION-Dare County Public Relations**

This area of response for incidents of terrorism or suspected acts of terrorism is critical to ensure public confidence, eliminate rumors, provide accurate and timely information to concerned responders and to the citizens. This activity must be a joint effort by all levels of government and must be centrally located in the EOC setting. The establishment by local government of a Media Center (JIC) with all levels of responding organizations of government will be the basis for disseminating information to the media and the public.

#### **X. DEMOBILIZATION/DEACTIVATION**

This part of response to and recovery from terrorist incidents will be determined by the EOC based on consultation and information from law enforcement agencies and will be based on threat level as defined by the lead agency (FBI). 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.