

**HA 5: Terrorism Incident**

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### 1.0 Introduction

#### Coordinating Agency(s):

- Local Law Enforcement
- Federal Bureau of Investigation (FBI)

#### Cooperating Agencies:

- Lewis & Clark Public Health (LCPH)
- Lewis & Clark County DES
- St. Peter's Hospital
- Emergency Medical Services (EMS)
- Montana Department of Justice (MDOJ)
- Montana Disaster & Emergency Services (MTDES)
- Montana Department of Public Health & Human Services (DPHHS)
- US Dept. of Justice (USDOJ)
- US Attorney's Office (USAO)
- Department of Homeland Security (DHS)

#### **1.1 Purpose**

The purpose of this annex is to facilitate an effective law enforcement and investigative response to all threats or acts of terrorism within the County, regardless of whether they are deemed credible and/or whether they escalate to an Incident of National Significance. To accomplish this, the annex establishes a structure for a systematic, coordinated, unified, timely, and effective law enforcement and investigative response to threats or acts of terrorism within Lewis & Clark County.

#### **1.2 Scope**

This annex is a strategic document that:

- ❖ Provides planning guidance and outlines operational concepts for the law enforcement and investigative response to a threatened or actual terrorist incident within Lewis & Clark County; and
- ❖ Acknowledges and outlines the unique nature of each threat or incident, the capabilities and responsibilities of the local jurisdictions, and the law enforcement and investigative activities necessary to prevent or mitigate a specific threat or incident.

#### **1.3 Activation & Plan Maintenance**

This annex may be activated under the following conditions:

- ◆ Threats of terrorist attacks that affect Lewis & Clark County.
- ◆ Reports of suspected terrorist attacks within Lewis & Clark County
- ◆ During a confirmed terrorist incident that affect Lewis & Clark County.

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- ◆ At the request of the Incident Commander, Chief Elected Official, DES Coordinator, or authorized designees.

The primary responsibility for development and maintenance of this annex is that of LCCO Sheriff's Office with support from all cooperating agencies and departments.

This annex should be reviewed and revised annually, unless significant changes warrant earlier revision. Continued and regular revision and updating should keep this document valid and useful. Regular testing and exercising should establish the groundwork for efficient and expeditious delivery of assistance in times of emergency or disaster.

### 1.4 Policies

- ❖ This annex is effective upon EOP approval.
- ❖ All appropriate governmental and volunteer agency resources should be used as available.
- ❖ State and Federal assistance should be sought if injuries and damages go beyond our response capabilities.
- ❖ All services should be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- ❖ The on-scene Incident Commander (IC) has authority to coordinate the use of resources and personnel at the scene of the emergency and to request additional resources through the EOC.
- ❖ For federally designated terrorist incidents, the FBI and/or DHS may determine the most appropriate mechanism for informing local officials of critical information, to the extent possible.
- ❖ The Commissioners have the authority to declare a State of Emergency within their jurisdiction and the responsibility to request a state declaration if appropriate.
- ❖ County and City Commissions and Councils have the authority to enter into mutual aid agreements between their jurisdictions and other jurisdictions.
- ❖ MCA [10-3-104](#) and [10-3-406](#) give the Governor and local chief elected officials the authority to “*direct and compel the evacuation of all or part of the population from an emergency or disaster area.....when necessary for the preservation of life or other disaster mitigation, response, or recovery;*” and to “*control the ingress and egress to and from an emergency or disaster area, the movement of persons within the area, and the occupancy of premises therein.*”
- ❖ Law Enforcement has the authority to order evacuations and close roads in emergent circumstances.
- ❖ City officials have the authority to condemn a building in the city as unsafe to occupy.
- ❖ The MT Dept. of Transportation (MDT) and the Federal Highway Administration have the authority to close state and federal highways and bridge structures.
- ❖ The County and City Public Works Departments have authority to close streets and bridges within their jurisdictions.

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- ❖ The County Health Officer has broad authority over matters of public health to include air and water quality concerns, food supplies, wastewater systems, and disease prevention.
- ❖ The County Coroner's Office is the lead agency for the collection, storage, and disposition of all human remains and their personal effects.
- ❖ During and after a terrorist incident, emergency response resources should be primarily devoted to immediate life safety actions and the recovery of public infrastructure including roads, streets, and public facilities/utilities.
- ❖ As much as possible, all agencies and organizations involved in the execution of this annex should be organized, equipped, and trained to perform all designated and implied responsibilities contained in this annex and its implementing instructions for both response and recovery operations.
- ❖ All organizations are responsible for the development and maintenance of their own internal operating and notification procedures/guidelines. No part of this annex is intended to supplant agency SOP/SOGs.
- ❖ All organizations are responsible for filling any important vacancies; recalling personnel from leave, if appropriate; and, alerting those who are absent due to other duties or assignments.
- ❖ Personnel designated as on-scene responders or representatives to the EOC should make prior arrangements to ensure that their families are provided for in the event of an emergency, so to ensure a prompt, worry-free response and subsequent duty.

## 2.0 Situation & Assumptions

### 2.1 Situation

- ❖ Lewis & Clark County is vulnerable to acts of terrorism, domestic and/or foreign. A significant terrorist attack is considered unlikely. However, the consequences of a major terrorist incident could be catastrophic; hence, mitigating against, preparing for, and responding to such incidents and recovering from them is an important function of government.
- ❖ Terrorism is both a law enforcement and emergency management problem.
  - ♦ Virtually all terrorist acts involve violation of laws. Hence, law enforcement agencies gather and analyze intelligence on terrorists and may develop estimates their intentions. Access to this criminal intelligence information is necessarily limited, but significant threats must be communicated by law enforcement agencies to those local officials who can implement protective measures and alert emergency responders. Coordination between law enforcement and emergency management personnel is vital to ensure that appropriate readiness actions are taken, while still protecting law enforcement sources and methods.
  - ♦ In a terrorist incident, the incident area may be simultaneously a crime scene, a hazmat site, and a disaster area that may cross the boundaries of several

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jurisdictions. There are often competing needs in the aftermath of a terrorist act -- law enforcement agencies want to protect the crime scene in order to gather evidence, while emergency responders may need to bring in extensive equipment and personnel to conduct search and rescue operations. It is essential that the incident command team establishes operating areas and formulates a plan of action that considers the needs of both groups.

- ❖ Since terrorist acts may be violations of local, state, and federal law, the response to a significant local terrorism threat or actual incident may include state and federal response agencies. The FBI will have the primary role for mitigation when called for assistance.
- ❖ Local resources for combating terrorist attacks are limited. In the event of a significant terrorist threat or incident, it is anticipated that state and federal resources will be requested in order to supplement local capabilities
- ❖ Attacks may be directed against the population in general, a specific segment of the population, or a governmental or private organization.
- ❖ Incidents may be explosive or incendiary devices, chemical, biological, or nuclear attacks (CBRNE).

### 2.2 Assumptions

- ❖ A terrorist threat or incident may occur at any time of day with little or no warning, may involve single or multiple geographic areas, and may result in mass casualties
- ❖ Terrorist attacks may be directed at government facilities, public and private institutions, business or industry, transportation, and individuals or groups. Such acts may involve: arson; shootings; bombings, including use of weapons of mass destruction (nuclear, chemical, or biological agents); kidnapping or hostage-taking; sabotage; and other activities.
- ❖ This plan should go into effect when a terrorism incident has occurred or a credible threat has been identified.
- ❖ The first response to a terrorism incident is the responsibility of local emergency response groups. These first responders (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. This assessment will be based on warning or notification of an incident that may be received from law enforcement, emergency response agencies, public health or the general public.
- ❖ Emergency response groups should be aware of the threat of possible secondary devices in all instances.
- ❖ A terrorism incident may not be immediately recognized as an act of terrorism.
- ❖ There will be multiple agencies involved in response to a terrorist incident. This response will include local, state, tribal and federal resources. An incident may require federal support.

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- ❖ Protective actions taken by citizens in the risk areas include in-place sheltering, evacuation, and possibly quarantine/isolation.
- ❖ In the event of a serious incident, many residents in the risk area will choose to evacuate spontaneously and may not use designated evacuation routes.
- ❖ Most of the population will relocate to private homes or hotel/motel facilities. For planning purposes, mass care resources will be for a small percentage of the at-risk population.
- ❖ Sewage treatment and water treatment plants may have to be shut down due to hazardous materials entering into the sewage and/or water systems.
- ❖ A terrorism incident could rapidly overwhelm local resources in or around the affected area.
- ❖ Maximum protection must be provided to all emergency response groups until the nature of the incident has been identified and a tactical response plan formulated.
- ❖ If appropriate personal protective equipment and capabilities are not available and the area is contaminated with CBRNE or other hazardous materials, it is possible that response actions into a contaminated area may be delayed until the material has dissipated to a level that is safe for emergency response personnel to operate or until appropriate personal protective equipment and capabilities arrive, whichever is sooner
- ❖ Biological incidents may not be apparent until widespread cases appear and are identified by the hospital/public health system.

### 3.0 Concept of Operations

#### 3.1 General

- ❖ Upon notification that a terrorism incident may, or has occurred departments and agencies:
  - ◆ Take immediate actions to protect life, property, and critical infrastructure under their jurisdiction, and provide assistance within the affected area;
  - ◆ Immediately commence functional activities and responsibilities established under the ESF Annexes.
  - ◆ Notify the FBI.
- ❖ Upon receipt of a threat of terrorism within Lewis & Clark County, the FBI conducts a formal threat credibility assessment in support of operations with assistance from select interagency experts.
- ❖ If the threat is credible, the situation requires the tailoring of response actions to use resources needed to anticipate, prevent, and/or resolve the situation. The response focuses on law enforcement/investigative actions taken in the interest of public safety and welfare, and is predominantly concerned with preventing and resolving the threat.
- ❖ When an incident occurs and an ICP is established on-scene, FBI personnel integrate into the ICP to enhance the ability of the FBI to carry out its mandated mission. Three

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specific positions within an ICP are provided. The first FBI Special Agent (SA) or Joint Terrorism Task Force (JTTF) member responding receives an initial briefing from the Incident Commander or his/her designee and works closely with the Incident Commander as a member of the Unified Command. The FBI representative then informs the local Field Office of the current situation and, if necessary, requests additional assets. When a more senior FBI SA arrives on the scene, he/she assumes the role of the FBI representative in the Unified Command.

- ❖ The first arriving SA or JTTF member moves to the Operations Section as the Deputy Chief of Operations. This position is responsible for managing the deployment and coordination of Federal law enforcement and investigative assets in support of the Incident Action Plan. Additionally, an FBI SA assumes the position of Deputy Chief of Planning within the ICP. This position permits the FBI SA to remain updated on the situation and serve as a conduit for requests for additional law enforcement and investigative assets. The Agent also inputs Federal objectives into the developing incident action plan and performs other duties as appropriate.
- ❖ Also, FBI assets form an Investigative Branch in the Operations Section.

### **Crisis Management**

- ❖ 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 Sheriff's Office/Police Department has the lead local role in terrorism crisis management, and should coordinate its efforts with state and federal law enforcement agencies as appropriate.
  - ◆ The Montana Department of Justice Division of Criminal Investigation (DCI) is the lead state agency for terrorism incident response. DCI should coordinate the state law enforcement response to a potential terrorist incident and use of state resources to support crisis management activities.
  - ◆ The Federal Bureau of Investigation (FBI) is the lead federal agency and should manage the federal crisis management response.
- ❖ When a credible threat of terrorist attack exists, we may activate our EOC or, if security necessitates, activate a specialized facility to facilitate coordinated terrorism crisis management operations. DCI and the FBI should be invited, when deemed necessary, to provide liaison personnel to participate in crisis management operations and coordinate the use of state and federal resources.

### **Consequence Management**

- ❖ Consequence management activities undertaken to deal with 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, such as investigation, evidence gathering, and pursuit of suspects, may continue during consequence management. The lead agencies for crisis management



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and consequence management should mutually determine when crisis management activities are complete.

- ♦ The County DES Coordinator, Law Enforcement, and Elected Officials should normally have the lead local roles in terrorism consequence management for most types of terrorist incidents, but the Public Health may be assigned the lead local role in terrorism consequence management for incidents involving biological agents.
  - ♦ The MTDES, MDOJ, and DPHHS are the lead state agencies for terrorism consequence management. The State ECC should coordinate state resource support for local terrorism consequence management operations.
  - ♦ FEMA is the lead federal agency for consequence management operations and should coordinate federal resource support for such operations.
- ❖ The agencies responsible for terrorism consequence management operations should coordinate their efforts with law enforcement authorities conducting crisis management operations

### **Implementation of the Incident Command System (ICS)**

- ❖ If there is a local incident site, an incident command post (ICP) should be established to manage emergency operations at that incident site. The Incident Commander should direct and control responding resources and designate emergency operating areas. Typical operating area boundaries established for a terrorist incident may include:
- ♦ The **Crime Scene Boundary** defines the crime scene. The crime scene may include the area referred to in technical operations as the “red zone” or “working point”. Access to the crime scene may be restricted by state, federal, or local law enforcement personnel. Response activities within the crime scene may require special care in order to protect evidence.
  - ♦ The **Hazmat Boundary** defines the hazmat site, which is referred to in hazmat operations as the “hot zone” and may be termed the “isolation area” or “exclusion zone” by other responders, and may include the hazmat upwind “warm zone” utilized for contamination control and rescue staging. Depending on the spread of contaminants, the hazmat site may include some or all of the crime scene. Entry into the hazmat boundary is normally restricted to response personnel equipped with personal protective equipment and using decontamination procedures.
  - ♦ The **Incident Boundary** includes the crime scene, the hazmat area, the “cold zone” or “support zone” used for incident support operations such a resource staging and casualty collection, and areas where protective actions, such as shelter-in-place or evacuation, may be recommended or mandatory measures, such as quarantine, imposed. Access to this area is normally controlled; if a quarantine is implemented, egress may also be restricted.
- ❖ **ICS-EOC Interface.** The Incident Commander and the EOC should agree upon on a division of responsibilities. The Incident Commander will normally manage field



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operations at the incident site and in adjacent areas. The EOC will normally support the mobilization of local resources, disseminate emergency public information, support evacuations, coordinate shelter and mass care for evacuees, and, if local resources are insufficient or inappropriate, request assistance from other jurisdictions or the State.

- ❖ **Implementation of Unified Command.** As state and federal responders arrive, we expect to transition from an incident command operation to a unified command arrangement.
- ❖ If there is no local incident site, which may be the case in incidents involving biological agents, consequence management activities may be directed and controlled from the local EOC or forward command post. An Incident Commander may be designated. When state and federal response forces arrive, the EOC may be used as a unified command post.

### **Coordination of Crisis Management and Consequence Management Activities**

- ❖ Law enforcement agencies involved in crisis management should keep those responsible for consequence management informed of decisions made that may have implications for consequence management so that resources may be properly postured for emergency response and recovery should consequence management become necessary. Because of the sensitivity of law enforcement sources and methods and certain crisis management activities, it may be necessary to restrict dissemination of some information to selected emergency management and public health officials who have a need to know. And those individuals may have to carry out some preparedness activities surreptitiously.
- ❖ Until such time as law enforcement and emergency management personnel agree that crisis management activities have been concluded, law enforcement personnel should participate in incident command or EOC operations to advise those carrying out consequence management operations with respect to protection of the crime scene, evidence collection, and investigative results that may have bearing on emergency operations. DCI and the FBI will normally provide personnel to participate in a unified command operation to coordinate state and federal law enforcement assistance.
- ❖ A Joint Information Center, staffed by local, state, and federal public affairs personnel, may be established as part of the unified command organization to collect, process, and disseminate information to the public.

### **Protective Actions**

- ❖ **Responders.** Emergency personnel responding to a terrorist incident must be protected from the various hazards that a terrorist incident can produce. These include: blast effects, penetrating and fragmenting weapons, fire, asphyxiation, hazardous chemicals, toxic substances, radioactive materials, and disease-causing material. Though the type of protection required varies depending on the hazard, there are three basic principles of protection that apply to all hazards: time, distance, and shielding.

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- ♦ **Time.** Emergency workers should spend the shortest time possible in the hazard area or exposed to the hazard. Use techniques such as rapid entries to execute reconnaissance or rescue and rotate personnel in the hazard area.
- ♦ **Distance.** Maximize the distance between hazards and emergency responders and the public. For chemical, radiological, and explosive hazards, recommended isolation and protective action distances are included in the *Emergency Response Guidebook* (ERG).
- ♦ **Shielding.** Use appropriate shielding to address specific hazards. Shielding can include vehicles, buildings, protective clothing, and personnel protective equipment
- ❖ **The Public.** Protective actions for the public must be selected and implemented based on the hazards present and appropriate instructions and information provided to the public through usual means of warning and public information. Protective actions for the public may include:
  - ♦ Evacuation.
  - ♦ Shelter-in-place.
  - ♦ Access control to deny entry into contaminated areas.
  - ♦ Restrictions on the use of contaminated foodstuffs, normally imposed by the Montana Dept. of Agriculture and/or DPHHS.
  - ♦ For incidents involving biological agents, protective actions taken to prevent the spread of disease may include:
    - Isolation of diseased victims within medical facilities.
    - Quarantines to restrict movement of people and livestock in specific geographic areas.
    - Closure of schools and businesses.
    - Restrictions on mass gatherings, such as sporting events.
    - Such measures are normally recommended and imposed by public health authorities.

### **Requesting External Assistance**

- ❖ Requests for state assistance may be made by the Chairman of the County Commissioners (or designee) to MTDES. If a request for assistance cannot be satisfied with resources available in the District, it should be forwarded to the State ECC for action. If state resources cannot satisfy the request, the State should request assistance from the federal government or other states.
- ❖ Depending on the severity of the incident, the Chairman of the County Commissioners may issue a local disaster declaration and request assistance from the Governor. The Governor may declare a State of Disaster for the local area and request the President issue an emergency or disaster declaration for the local area.

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### **Coordination of Local Medical Response to Biological Weapons Incidents**

- ❖ As the medical response to an incident involving biological agents must include the local medical community as a group, the local and state health departments and federal health agencies directing the response should undertake to coordinate the efforts of local medical providers to ensure that a consistent approach to health issues is taken. Hence, concise information on the threat, recommendations on what should be done to combat it, and instructions on handling victims must be provided to all hospitals, clinics, nursing homes, home health care agencies, individual physicians, pharmacies, school nursing staffs, and other medical providers. The local health department or state public health region field office, that are normally most familiar with community health providers, will typically take the lead in coordinating the local medical response. They may request assistance from local professional organizations in providing information to all members of the local medical community.

### **3.2 Notifications**

The following list outlines potential notification procedures. This sequence may need to be modified any time there is a change in status, such as verification of a credible threat, information updates, and notification of an actual event. Additional agencies or organizations should be added as appropriate. If a threat is received in the County, the County should:

- ✓ Notify Local Law Enforcement
- ✓ Notify local FBI Office
- ✓ Notify City-County Health Departments if necessary
- ✓ Notify other City/County departments: Fire, DES, Public Works and EMS, as appropriate
- ✓ Notify Montana DES
- ✓ Notification of other levels dependent upon nature of threat and security considerations.

### **3.3 Preparedness**

- ❖ Conduct or arrange terrorism awareness training and periodic refresher training for law enforcement, fire service, and EMS personnel and for emergency management staff. Conduct training for other agencies such as public works, utilities, and hospitals.
- ❖ Develop emergency communications procedures that take into account the communications monitoring capabilities of some terrorist groups.
- ❖ Maintain terrorist profile information on groups suspected of being active in the local area.
- ❖ Establish appropriate mutual aid agreements.
- ❖ Ensure that equipment and personnel resource lists and resources are current.
- ❖ Keep a stock of necessary response supplies.
- ❖ Ensure that basic procedures/guidelines are in place for rapid procurement of services, equipment and supplies.

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- ❖ Familiarize staff with requirements for requesting state and federal disaster assistance.
- ❖ Identify and review local contractor lists to see who may provide support specific to terrorist incident response. Make initial contact with providers to verify availability.
- ❖ Conduct awareness programs for businesses that handle inventories of potential weapon making materials and chemicals and ask for their cooperation in reporting suspicious activities.
- ❖ Implement a public education campaign regarding the importance of having a family disaster plan and 72-hour preparedness kit.
- ❖ Prepare scripts covering shelter-in-place or evacuation as applicable. Provide shelter-in-place instructions or evacuation maps as appropriate. Include release instructions for media.
- ❖ Prepare radio messages for use by local radio stations during emergency broadcasts.
- ❖ Conduct drills and exercise to test plans, procedures/guidelines, and training.

### 3.4 Response

- ❖ Deploy response forces
- ❖ Establish an ICS Organization to manage the situation and response. For larger events that cross multiple jurisdictions, consider establishing a Unified Command with neighboring jurisdictions.
- ❖ Activate incident command post at the incident site to direct emergency operations
- ❖ Determine the type, scope, and extent of the incident (recurring). Verify reports and obtain estimates of the area that may be affected.
- ❖ If incident appears to be terrorism-related, ensure law enforcement personnel are advised and respond to the incident site.
- ❖ Request additional response resources, if needed.
  - ◆ Activate mutual aid agreements
  - ◆ Request state or federal assistance, as needed
- ❖ Isolate the area and deny entry. Reroute traffic as needed.
- ❖ Designate staging areas for incoming resources from other jurisdictions, state and federal agencies, and volunteer groups separate from operational staging area
- ❖ Determine and report:
  - ◆ Observed indicators of use of chemical/biological weapons
  - ◆ Wind direction and weather conditions at scene
  - ◆ Plume direction, if any
  - ◆ Approximate number of apparent victims
  - ◆ Orientation of victims
  - ◆ Types of victim injuries and symptoms observed
  - ◆ Observations or statements of witnesses
- ❖ If possible, determine type of weapon used using appropriate detection equipment, response guides, damage characteristics, and casualty symptoms

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- ❖ Establish scene control zones (hot, warm, and cold) and determine safe access routes & location of staging area. Establish initial operating boundaries for crime scene and incident area.
- ❖ Implement crowd control measures, if necessary
- ❖ Determine & implement requirements for protective clothing and equipment for emergency responders.
- ❖ Establish communications among all response groups.
- ❖ Protect against secondary attack.
- ❖ Activate the EOC to support emergency operations.
- ❖ Submit a request for an emergency declaration, as applicable.
- ❖ Determine requirements for specialized response support
- ❖ Make notification to state and federal law enforcement and emergency management agencies
- ❖ Obtain external technical assistance to determine potential follow-on effects.
- ❖ Request/deploy hazardous materials response team, if appropriate.
- ❖ Request/deploy bomb squad or ATF support, if appropriate
- ❖ Identify areas that may be at risk from delayed weapon effects.
  - ◆ Determine & implement protective measures for public in those areas.
  - ◆ Determine & implement protective measures for special facilities at risk.
- ❖ Extinguish fires and identify potential hazards such as ruptured gas lines, downed power lines and residual hazardous materials.
- ❖ Make notifications to adjacent jurisdictions that may be affected.
- ❖ If the effects of the incident could adversely affect water or wastewater systems, advise system operators to implement protective measures
- ❖ Advise EMS and hospitals of possibility of mass casualties/contaminated victims.
- ❖ Establish site for patient triage
- ❖ Establish site for gross decontamination (if appropriate) and a casualty collection area for decontaminated victims located away from the site of primary emergency operation, but accessible by transport vehicles.
- ❖ Conduct initial triage and provide basic medical aid to victims in warm zone if protective equipment is not required
- ❖ Conduct gross decontamination of victims showing signs of contamination.
- ❖ Separate victims that show no signs of contamination for evaluation.
- ❖ Conduct follow-on triage & treatment of victims in cold zone.
- ❖ Transport victims to medical facilities for further treatment.

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- ❖ Request state and/or federal medical assistance, if needed
- ❖ Alert Coroner and funeral directors of any potential mass fatality situation and arrange for temporary holding facilities for bodies, if necessary. Highlight need to preserve evidence
- ❖ Coordinate with Coroner to determine autopsy requirements for victims.
- ❖ Transport deceased to morgue, mortuary, or temporary holding facilities.
- ❖ If evacuation has been recommended:
  - ◆ Activate shelter/mass care facilities to house evacuees.
  - ◆ Provide transportation for evacuees without vehicles.
  - ◆ Provide security for shelters.
- ❖ If evacuation of special facilities (schools, nursing homes, hospitals, correctional facilities) has been recommended:
  - ◆ Assist facilities in arranging suitable transportation and carrying out evacuation.
  - ◆ Assist facilities in arranging suitable temporary reception facilities.
- ❖ Provide information and instructions to the public.
  - ◆ Activate emergency public information operation.
  - ◆ Identify facilities for use by media.
- ❖ Provide security in evacuated areas, if feasible
- ❖ Determine how pets, livestock, and other animals left in evacuated or contaminated areas should be handled.
- ❖ Establish and operate access control points for contaminated areas
- ❖ Identify, collect, and control evidence and conduct investigations.
- ❖ For incidents involving biological agents, consider measures to restrict person-to-person transmission of disease such as quarantine, closure of schools and/or businesses, and restrictions on mass gatherings.
- ❖ Pursue and arrest suspects.
- ❖ Alert human resources agencies to provide disaster mental health services and human services support to victims.
- ❖ Request technical assistance in assessing environmental effects.

### **3.5 Recovery**

- ❖ Ensure an orderly demobilization of emergency operations in accordance with current demobilization plans.
- ❖ Conduct damage assessment activities.
- ❖ Conduct debris removal activities.
- ❖ Restore essential services as needed.

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- ❖ Activate if necessary appropriate recovery strategies, continuity of operations plans, and/or continuity of government plans.
- ❖ Decontaminate incident sites and other affected areas. State and/or federal agencies may oversee this effort, which may be conducted by contractors.
- ❖ Identify and restrict access to all structurally unsafe buildings.
- ❖ Remediate and cleanup any hazardous materials that has or might enter local water, sewer, or drainage systems.
- ❖ Provide public information regarding safe re-entry to damaged areas.
- ❖ Provide traffic control for the return of evacuees.
- ❖ For evacuees who cannot return to their homes, assist in arranging temporary housing.
- ❖ For contaminated areas that cannot be decontaminated and returned to normal use in the near term, develop and implement appropriate access controls.
- ❖ Coordinate with ESF 14 for Individual Assistance.
- ❖ Continue EOC operations until it is determined that EOC coordination is no longer necessary.
- ❖ Investigate cause of incident and prosecute those believed to be responsible.
- ❖ Maintain records of use of personnel, equipment, and supplies used in response and recovery for possible recovery from the responsible party or reimbursement by the state or federal government.
- ❖ Conduct critical incident stress management activities.
- ❖ Debrief response personnel, prepare incident report, and update plans and procedures/guidelines on the basis of lessons learned.
- ❖ Restore normal services.

### 3.6 Mitigation

Carry out anti-terrorist activities, including:

- ❖ Identify potential terrorist targets and determine their vulnerability. For targets which may produce hazardous effects if attacked, determine the population and special facilities at risk.
- ❖ Conduct investigations and criminal intelligence operations to develop information on the composition, capabilities, and intentions of potential terrorist groups.
- ❖ Develop and implement security programs for public facilities that are potential targets. Recommend such programs to private property owners.
- ❖ Implement passive facility protection programs to reduce the vulnerability of new and existing government-owned facilities believed to be potential targets. Recommend such programs to private property owners.



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- ❖ Encourage all local medical facilities to participate in mass casualty exercises and stock specialized pharmaceuticals, such as chemical agent antidotes.

### 4.0 Organization & Responsibilities

#### 4.1 Organization

- ❖ Incident Command
  - ♦ **Response:** The affected jurisdiction's senior **Law Enforcement** official or designee.  
\*Unified Command (*suggested*): LE, Fire, PW, PH.
  - ♦ **Recovery:** Senior **Public Works** official or designee.  
\*Unified Command (*suggested*): PW, PH, NGOs
- ❖ The EOC may be activated to monitor a potential emergency situation or to respond to or recover from a significant event that is occurring or has occurred. Recommended staffing may include:
  - ♦ DES coordinator and deputy(s).
  - ♦ At least one county commissioner.
  - ♦ Law enforcement representative(s).
  - ♦ Public Works representative(s).
  - ♦ Public Health representative(s).
  - ♦ Fire representative(s).
  - ♦ National Guard liaison officer (if the Guard is activated). The National Guard may be activated by a request from the county commissioners to the administrator of the MT DES (406-324-4777 24/7). The county must first exhaust its resources before a request for Guard assistance will be honored. Once the Guard is activated, all requests for its assistance should be made through the Guard liaison officer in the EOC.
- ❖ When activated, the EOC provides support to the Incident Commander(s) in such areas as evacuation, communications, transportation, and shelter coordination.

#### 4.2 Responsibilities

##### Coordinating Agency (Law Enforcement-ESF 13)

- ❖ Conduct anti-terrorist operations and maintain terrorist profile information. Advise the emergency management staff, DCI, MTDES, and the FBI of significant terrorist threats.
- ❖ Recommend passive protection and security programs for high-risk government facilities and make recommendations for such programs to the owners/operators of private facilities.
- ❖ Conduct terrorism response training programs for the law enforcement personnel and support public education and awareness activities.
- ❖ Provide law enforcement representatives for the Incident Command Post and the EOC.

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- ❖ Secure the scene, reroute traffic, and implement crowd control measures if necessary.
- ❖ Make notifications of terrorist incidents to DCI, MTDES, the FBI, and other law enforcement agencies.
- ❖ Brief emergency response personnel on crime scene protection.
- ❖ Coordinate the deployment and operation of counter-terrorist response elements.
- ❖ Conduct reconnaissance in vicinity of the incident site to identify threats from delayed action and secondary weapons.
- ❖ Organize and conduct evacuation of the public and of special facilities if required.
- ❖ In coordination with state and federal authorities, investigate incident; identify and apprehend suspects.

### **Cooperating Agencies**

#### **ALL**

- ❖ Provide personnel, equipment, and supply support for emergency operations upon request.
- ❖ Provide technical assistance to the Incident Commander and the EOC upon request.
- ❖ d. Participate in terrorism awareness training, drills, and exercises.
- ❖ Provide a representative to the EOC during the response and recovery phases.
- ❖ Document costs for reimbursement and auditing purposes.
- ❖ Evaluate and review procedures/guidelines to ensure operational readiness.
- ❖ Assist in identifying personnel and resources to support this Annex.
- ❖ Work with LCCO DES to keep this Annex up-to-date.

#### **Chief Elected Officials (ESF 5)**

- ❖ Provide policy guidance with response to anti-terrorism and counter-terrorism programs.
- ❖ Provide general direction for response and recovery operations in the aftermath of a terrorism incident.
- ❖ Declare an emergency and/or a disaster with up to a 2-mill levy, if appropriate. Separate declarations are required for each affected jurisdiction (county, Helena, East Helena.) A disaster declaration will allow a request to the MTDES for assistance.

#### **County DES (ESF 5)**

- ❖ Coordinate regularly with the Sheriff and other law enforcement agencies with respect to the terrorist threat and determine appropriate readiness actions during periods of increased threat.

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- ❖ 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.
- ❖ In coordination with other local officials, recommend appropriate training for emergency responders, emergency management personnel, and other local officials.
- ❖ Coordinate periodic drills and exercises to test plans, procedures/guidelines, and training.
- ❖ 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.
- ❖ Promote a business inventory monitoring system
- ❖ Assist in the development of pre-scripted warning messages and Special News Advisories.
- ❖ Operate the EOC at the appropriate level, maintain a chronological log of incident events, and coordinate for resources.
- ❖ Provide County PIO with information for media releases. Provide public information if the PIO is not available.
- ❖ Coordinate with the Red Cross for any sheltering needs.
- ❖ Help coordinate recovery actions.
- ❖ Manage the process for collection of damage assessments, document and report recovery actions, and coordinate with Montana DES.
- ❖ Hold periodic briefings when necessary for the EOC staff to exchange information.
- ❖ Coordinate available resources; maintain detailed records of all fiscal and other resources committed and/or expended.
- ❖ Notify Montana DES if it appears State or Federal assistance may be necessary.

### **Fire Services (ESF 4)**

- ❖ Coordinate all fire and rescue operations during terrorist incidents.
- ❖ Dispatch and deploy fire personnel and equipment during an emergency.
- ❖ Control fires if necessary.
- ❖ Assist with search and rescue operations as needed
- ❖ Provide support for evacuation operations if requested.
- ❖ Set up decontamination area for emergency responders and victims, if needed.
- ❖ Carry out initial decontamination of victims, if required. Procedures must be available for emergency decontamination of large numbers of people.

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- ❖ Identify apparently unsafe structures; restrict access to such structure pending further evaluation by the Public Works/Engineering staff.
- ❖ Identify requirements for debris clearance to expedite fire response and search and rescue.
- ❖ Activate fire and rescue mutual aid as needed.
- ❖ Review and prepare for mass casualty procedures/guidelines.
- ❖ Establish liaison with Public Works to ensure mutual support.

### **Health & Medical Services (ESF 8)**

- ❖ Respond to medical emergency calls.
- ❖ If mass casualties have occurred, establish triage.
- ❖ Provide emergency medical care to the injured.
- ❖ Transport patients in a timely manner to appropriate medical facilities.
- ❖ Request medical mutual aid if necessary.
- ❖ Assign a liaison at the ICP and/or EOC, if needed.

### **911 Dispatch Center (ESF 2)**

- ❖ Develop common communication procedures.
- ❖ Receive and, if necessary, verify and acknowledge advisories, watches and warnings.
- ❖ In accordance with SOP/SOG's or when directed, activate the necessary warning system(s) to alert and provide instructions to all departments and to the public.
- ❖ Develop and maintain hazard specific warning procedures/guidelines covering warning receipt, verification, and dissemination.

### **Public Works (ESF 3)**

- ❖ Assign liaison personnel to the EOC and Incident Command Post when requested.
- ❖ Clear and/or remove debris as directed.
- ❖ Support search and rescue operations.
- ❖ Coordinate emergency power and lighting at the incident site upon request.
- ❖ Coordinate emergency power supplies at other facilities upon request.
- ❖ Coordinate barricades and temporary fencing as requested.
- ❖ Coordinate emergency repairs to streets and bridges as necessary to support emergency operations and restore essential traffic.
- ❖ Coordinate preliminary assessment of damage to structures and streets, and utilities.
- ❖ Provide other public works and engineering support for emergency operations as necessary.

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- ❖ Request mutual aid assistance, if necessary.
- ❖ Coordinate emergency repairs to water and wastewater systems as necessary to support emergency operations and restore essential public services.
- ❖ In coordination with local and state public health agencies, ensure the safety of water and wastewater systems. Initiate water conservation procedures, if required.
- ❖ Coordinate preliminary assessment of damage to water, wastewater and drainage systems, and utilities.
- ❖ Identify to the EOC requirements for emergency drinking water supplies from outside sources if needed.
- ❖ Assist LE with traffic control with the use of barriers and signs.
- ❖ Identify contractors who can provide heavy and specialized equipment support during emergencies and individuals and businesses that may lease equipment during emergencies.
- ❖ Closely document all emergency work under an assigned unique work order including equipment and materials used, fuel consumed, worker overtime, tipping fees and number or volume of debris loads.

### **Montana Disaster & Emergency Services (DES)**

- ❖ Coordinate assistance to local government and mobilization of resources per the provisions of the [Montana Emergency Response Framework](#).

### **Federal Emergency Management Agency (FEMA)**

- ❖ Administers assistance to the state pursuant to [PL 93-288 of the Disaster Relief Act of 1974, Section 417](#).

### 5.0 Authorities and References

#### 5.1 Authorities

- ❖ See [Section 5.1](#) of Basic Plan.

#### 5.2 References

- ❖ See [Section 5.2](#) of Basic Plan.
- ❖ **Lewis & Clark County Montana. June 2004:** HazMat-Terrorism Incident Response Plan.
- ❖ **Lewis & Clark County Montana EOP. May 2011:** HA 5 – Terrorism Incident.
- ❖ **Core Capabilities List. October 2015.**

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### 6.0 Attachments

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### Attachment 1: Acronyms

Acronym	Meaning
ATAC	Anti-Terrorism Advisory Council (USAO)
BATF	Bureau of Alcohol, Tobacco, & Firearms
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
DCI	Division of Criminal Investigation (MDOJ)
DES	Disaster And Emergency Services
DHS	Dept. of Homeland Security
DPHHS	Dept. of Public Health & Human Services
EOC	Emergency Operations Center
ERG	Emergency Response Guide (USDOT)
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
JTTF	Joint Terrorism Task Force (FBI)
LCCO	Lewis & Clark County
LE	Law Enforcement
MATIC	Montana All-Threat Intelligence Center (MDOJ)
MDOJ	Montana Dept. of Justice
MDT	Montana Department of Transportation
MTDEQ	Montana Department of Environmental Quality
MTDES	Montana Disaster & Emergency Services
NGO	Non Governmental Organization
PH	Public Health
PIO	Public Information Officer
PW	Public Works
SA	Special Agent (FBI)
SAR	Search & Rescue
SECC	State Emergency Coordination Center (MTDES)
SOP/SOG	Standard Operating Procedures/Guidelines
UC	Unified Command
USDOJ	US Dept. of Justice
WMD	Weapons of Mass Destruction

### Attachment 2: Definitions

**Anti-terrorism Activities:** Use of defensive methods, including intelligence collection, investigation, passive protection of facilities, implementation of physical and personnel security programs, and emergency planning, to combat terrorism.

**Bacteria:** Single-celled organisms that multiply by cell division and can cause disease in humans, plants or animals. Examples include anthrax, cholera, plaque, tularemia and Q fever. (DPC)

**Biological Agent:** Living organisms, or the material derived from them, that cause disease in, or harm, humans, animals, or plants, or cause deterioration of material. Biological agents may be found as liquid droplets, aerosols, or dry powders. A biological agent can be adapted and used as a terrorist weapon, such as anthrax, tularemia, cholera, encephalitis, plaque and botulism. There are three different types of biological agents: bacteria, viruses and toxins. (FEMA-SS)

**Blister agents:** Blister agents cause blisters, skin irritation, damage to the eyes, respiratory damage, and gastrointestinal effects. Their effect on exposed tissue is somewhat similar to that of a corrosive chemical like lye or a strong acid. Examples include Mustard (H) and Lewisite (L).

**Blood Agents:** Blood agents disrupt the blood's ability to carry oxygen and cause rapid respiratory arrest and death. Examples include potassium cyanide and hydrogen cyanide (AC).

**CBRNE:** Common acronym that stands for: Chemical, Biological, Radioactive, Nuclear, (or) Explosives.

**Chemical Agent:** A chemical substance that is intended for use in military operations to kill, seriously injure, or incapacitate personnel through its physiological effects. Generally separated by severity of effect: lethal, blister, and incapacitating. Excluded from consideration are riot control agents, herbicides, smoke and flame.

**Choking Agents:** Choking agents cause eye and airway irritation, chest tightness, and damage to the lungs. These agents include industrial chemicals such as chlorine (CL) and phosgene (CG).

**Consequence Management:** Measures taken 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. Emergency management agencies normally have the lead role in consequence management.

**Counter-terrorism Activities:** Use of offensive measure to combat terrorism, such as use of law enforcement and military resources to neutralize terrorist operations.

**Crisis Management:** Measures taken to define the threat and identify terrorists, prevent terrorist acts, resolve terrorist incidents, investigate such incidents, and apprehend those responsible. Law enforcement agencies will normally take the lead role in crisis management.

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**Decontaminate:** To break down, neutralize or remove a chemical, biological or radioactive material posing a threat to equipment or personnel. (FM3-4)

**Hallucinogens, Vomiting Agents, and Irritants:** These materials cause temporary symptoms such as hallucinations, vomiting, and burning and pain on exposed mucous membranes and skin, eye pain and tearing, and respiratory discomfort. The effects of these agents are typically short lived; they are generally designed to incapacitate people and typically do not pose a threat to life.

**HazMat:** Acronym for **H**azardous **M**aterials.

**Nerve Agents:** Nerve agents are some of the most toxic chemicals in the world; they are designed to cause death within minutes of exposure. Lethal doses may be obtained by inhaling the agent in aerosol or vapor form or having the agent deposited on the skin in liquid form. Examples include Sarin (GB), Soman (GD), and V agent (VX),

**Nuclear Radiation:** Particulate and electromagnetic radiation emitted from atomic nuclei in various nuclear processes. The important nuclear radiation, from a weapon standpoint, are alpha and beta particles, gamma rays and neutrons. All nuclear radiation is ionizing radiation, but the reverse is not true; X-rays for example, are included among ionizing radiation, but they are not nuclear radiation since they do not originate from atomic nuclei.

**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.

**Technical Operations:** Actions to identify, assess, dismantle, transfer, or dispose of WMD or decontaminate persons and property exposed to the effects of WMD.

**Terrorism:** As defined by the FBI, “the unlawful use of force against persons or property to intimidate or coerce a government, the civilian population or any segment thereof, in the furtherance of political or social objectives”. This definition includes three elements: (1) Terrorist activities are illegal and involve the use of force. (2) The actions are intended to intimidate or coerce. (3) The actions are committed in support of political or social objectives. (FEMA-SS)

**Terrorist Incident:** A violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any state, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political and social objectives.

**Toxins:** A class of biological poison resulting from the byproduct of living organisms. A toxin may be obtained naturally, that is, from secretions of various organisms or synthesized. (FM3-4)

**Virus:** The simplest type of microorganism, lacking a system for their own metabolism. They depend on living cells to multiply and cannot live long outside of a host. Types of viruses are smallpox, Ebola, Marburg and Lassa fever. (FEMA-SS)

**Weapons of Mass Destruction:** WMD include: (1) explosive, incendiary, or poison gas bombs, grenades, rockets, or mines; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

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### **Attachment 3: LCCO HazMat Terrorism Incident Response Plan (2004)**

*Although this annex supersedes the HTIRP for Response & Recovery purposes, it still contains a good deal of useful reference information on CBRNE/WMD Agents, signs, symptoms, and protective measures and is included [here](#) on the accompanying CD for reference purposes only.*