FEMA/USFA/NFA-ERT:SS
August 1997

EMERGENCY RESPONSE TO *TERRORISM*

SELF-STUDY

U. S. Department of Justice
Office of Justice Programs – *Bureau of Justice Assistance*
Federal Emergency Management Agency
United States Fire Administration - National Fire Academy

FEDERAL EMERGENCY MANAGEMENT AGENCY

UNITED STATES FIRE ADMINISTRATION

NATIONAL FIRE ACADEMY

FOREWORD

The Federal Emergency Management Agency (FEMA) was established in 1979. FEMA's mission is to focus Federal effort on preparedness for, mitigation of, response to, and recovery from emergencies encompassing the full range of natural and manmade disasters.

FEMA's National Emergency Training Center (NETC) in Emmitsburg, Maryland, includes the United States Fire Administration (USFA), its National Fire Academy (NFA), and the Emergency Management Institute (EMI).

To achieve the USFA's legislated mandate (under Public Law 93-498, October 29, 1974), "to advance the professional development of fire service personnel and of other persons engaged in fire prevention and control activities," the U.S. Fire Administration has developed an effective program linkage with established fire training systems which exist at the State and local levels. The field courses of the USFA's National Fire Academy have been sponsored by the respective State fire training systems in every State.

The USFA is proud to join with State and local fire agencies in providing educational opportunities to the members of the nation's fire services.

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THE IMPORTANCE OF THIS TRAINING

You are one of the first to arrive on the scene of a suspected terrorist incident. As a first responder trained at the awareness level, you are among the first to witness or discover an incident involving criminal activity or terrorism and to initiate an emergency response sequence by notifying the proper authorities. In this role you need the following competencies which you can acquire through training and professional experience:

- an understanding of what terrorism is and the risks associated with such an incident;
- an understanding of the potential outcomes associated with a terrorist incident;
- the ability to recognize the presence of, and identify, criminal activity or terrorism in an emergency;
- an understanding of the role of the first responder as it relates to components of an emergency response plan, including site security and the U.S. Department of Transportation's (DOT) *North American Emergency Response Guidebook*;
- the ability to realize the need for additional resources, and to make appropriate notifications to an emergency communication center; and
- the ability to self-protect, keeping responder safety as a priority.

CURRICULUM OVERVIEW

In October 1996, at the USFA, a number of prominent subject matter experts performed a needs assessment and formulated a curriculum direction for the USFA, including the NFA, in the area of emergency response to terrorism. As a result, the NFA will offer new courses as part of its existing Hazardous Materials Curriculum.

The USFA's NFA will use the five-level hazardous materials training model in designing these Emergency Response to Terrorism training courses. OSHA CFR 1910.120 is the basis for this five-level model. These levels are awareness, operations, technician, specialist, and incident command. Occasionally, the material touches on operational and managerial issues. However, the intent is to introduce first responders to the consequences of emergency response to terrorism. The response to terrorism track will include, in addition to this course, basic concepts for first responders (complementing and enhancing this self-study module for individuals trained to the operations level), tactical considerations (for individuals trained to the technician or specialist levels), and incident management (for incident command personnel). The USFA's response to terrorism training, like its hazardous materials training, is consistent with the National Fire Protection Association's Professional Qualifications 471, 472, and 473. The NFA plans to release all these courses during 1997 and 1998.

COURSE OVERVIEW

This self-study course is designed to provide you with a general introduction to the basic concepts for first-responder awareness at the scene of a potential terrorist incident. To master the basics more thoroughly, it is recommended that you complete this course as well as the NFA's corresponding 16-hour course, *Emergency Response To Terrorism: Basic Concepts* (ERT:BC) (available as of September 1997).

This course includes five modules, a Glossary, a Curriculum Guide, Appendix A: Terrorism Annex to the Federal Response Plan, Appendix B: Presidential Decision Directive 39 (Unclassified), and Appendix C: Related Course List.

Module 1: Terrorism In Perspective defines terrorism, presents a historical perspective, and provides an overview of potential threats (biological, nuclear, incendiary, chemical, and explosive).

Module 2: Incidents and Indicators identifies criteria for recognizing suspicious incidents; presents onscene key indicators, including those for locating terrorist incidents; and lists outward warning signs and detection clues.

Module 3: Self-Protection includes the types of potential harm encountered at the scene of an incident, and means of protection.

Module 4: Scene Control describes initial response and arrival considerations and the appropriate course of action for scene isolation and evacuation.

Module 5: Notification and Coordination provides procedures for activating response resources.

The Glossary , located at the end of the final module, contains definitions of terms related to first-responder awareness responsibilities and operations.

A Related Course List and a Bibliography are included to help you continue learning after you have completed the course. They consist of a list of references and other recommended courses that may be helpful in learning about emergency response to terrorism.

TARGET AUDIENCE

The primary target audience for this course includes three groups of people, ideally trained to the awareness level in hazardous materials response:

- fire personnel;
- emergency medical service responders; and
- hazardous materials responders.

In addition, this course also is designed to benefit

- law-enforcement personnel;
- emergency communications personnel;
- jurisdictional emergency coordinators;
- emergency management personnel;
- public works management;
- public health workers;
- Armed Forces, Reserves, National Guard; and
- disaster response agencies.

HOW TO COMPLETE THIS COURSE

Just a few suggestions to help you gain more from your self-study learning experience.

You will benefit most if you do not rush through this course. Do not try to read it cover-to-cover in one sitting. Throughout the text the authors have inserted questions that encourage you to stop reading, reflect a bit on what you have read, and apply it to your local situation. These questions are called, "*Thinking About My Situation...*" You may not be able to answer all of the questions completely, but the more you reflect on them and try to find answers, the more valuable the learning experience will be. Some of the questions encourage you to go beyond the text and find information in other sources. The questions are designed to apply the module objectives to your local situation.

At the end of each module is a final learning activity: "*What I Will Do As Followup To This Module...*" asking you to apply what you have just learned to your local situation. If used correctly, these final questions could be the springboard to some very worthwhile postcourse action steps for you and your department.

After you finish reading the module and answer as many of the reflection questions as possible, you can complete the corresponding learning checks, and review the answers provided to assure that you have mastered the content.

The learning checks will help you evaluate your mastery of the material. If you are unable to answer all of the questions correctly, you may want to read the corresponding materials again.

FINAL EXAMINATION

The final examination, located at the end of the course materials, will test the knowledge you have gained from the course. To receive an NFA Certificate of Completion, mail the completed examination form to the address provided on the form. You must score 70 percent or higher in order to receive the certificate. Upon successful completion, certificates will be mailed within six to eight weeks.

ADDITIONAL COPIES OF THE COURSE

For additional copies please contact the United States Fire Administration Publications Office at 1-800-238-3358, ext. 1189 or (301) 447-1189. Or you may contact them at

Web Site: www.usfa.fema.gov
FAX No. (301) 447-1213
E-mail: usfapubs@fema.gov

Interested parties also may download this course from the Internet at http:\\www.usfa.fema.gov.

Introduction

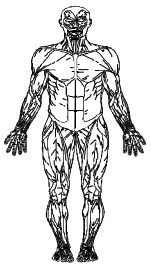
SAFETY, THE MOST IMPORTANT ISSUE

As a first responder, safety is your most important concern. You must protect yourself so that you can protect your fellow responders and the public. If you do not arrive safely at the incident scene, or if you become injured or incapacitated in any way, you will not be able to provide the services required by the initial call for help. We need to examine some of the pertinent issues of scene control, keeping **your** safety and survival in mind. The use of personal protective equipment (PPE) coupled with positive pressure self-contained breathing apparatus (SCBA) will greatly increase your safety.

All emergency operations must be organized to be successful. Remember that the initial actions taken by the first responders will affect the final outcome of the incident. Besides, an organized and well-managed incident creates a safer environment for all involved. One of the best ways to understand the nature of organization is to view it from a systems approach.

A system is a unit of interrelated, dependent parts or functions designed to achieve a common goal.

A good example is the human body. The body's systems--sensory, nervous, muscular, circulatory, reproductive, and skeletal--all play a role in sustaining life.



If the systems are not properly interrelated and fail to function as one organism, life is threatened. Similarly, if the emergency scene is not properly managed, the potential for loss of scene control exists. Not only is scene control lost, there could be other consequences resulting in greater loss of life or injury. Therefore, the use of an integrated systems approach, such as incident command, is critical to the outcome of the incident.

If you suspect a chemical, biological, or nuclear incident, this text does not provide you with the necessary training to *completely* protect yourself. Your principal responsibility in this instance is to call those responders who have the appropriate training and equipment.

Emergency Response to Terrorism: Self-Study

Module 1:

Terrorism in Perspective

Objectives

After completing this module, you will be able to:

- define terrorism, and recognize the chief characteristics of terrorist activities;
- recognize attack vulnerability factors; and
- identify chief characteristics of the five categories of potential terrorist threats.

THE THREAT IS REAL

Terrorists have the knowledge and the capability to strike anywhere in the world. We have seen that when properly motivated they will do whatever they have to do in order to achieve their goals. Recent examples of terrorist attacks include the World Trade Center bombing, February 1993; the Tokyo Subway nerve agent attack, March 1995; and the Oklahoma City bombing, April 1995. There have been smaller bombing incidents, not necessarily classed as terrorist events, at the 1996 Olympics, at family planning clinics, and, recently, at social clubs. The list most likely will continue to grow.

All communities--especially those in free societies--are vulnerable to incidents involving terrorism. Nearly all of these communities contain some high-visibility target. These targets usually are situated along routes with high transportation and access potential. Many may have manufacturing and testing facilities. Other examples of locations that may become targets for criminal or terrorist activity include

- public assembly;
- public buildings;
- mass transit systems;
- places with high economic impact;
- telecommunications facilities; and
- places with historical or symbolic significance.

Despite our security consciousness, if terrorists intend to wreak havoc it will be difficult to stop them.

An act of terrorism can occur anywhere, at any minute, when you would least expect it. No jurisdiction, urban, suburban, or rural, is totally immune.

What Is Terrorism?

The Federal Bureau of Investigation (FBI) defines terrorism as "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 intend to intimidate or coerce.

3. The actions are committed in support of political or social objectives.

In one sense, it makes no difference to a first responder whether the incident is a terrorist act or not. You still will respond and be among the first on the scene. Naturally, the size and the kind of terrorist action are key factors. But the important point to note is that an act of terrorism is essentially different from normal emergencies. You will have to deal with a new set of circumstances far different from the structural fire, the auto wreck, even the hazardous materials incident.

What Is a Threat?

One way to look at it is to see threat as consisting of two elements: motive and ability. In one sense, determining the threat is a law enforcement function. On a

more practical level, emergency responders need to realize that any individual or group that has both the motive and the ability can perpetrate an act of terrorism. There are many groups that possess both the motive and the ability; the law enforcement community monitors these groups constantly to assess the level of threat.

The criminal component is the most important element separating a terrorist organization and its actions from a legitimate organization. However, any organization, legitimate or not, can resort to terrorist means to achieve its political or social agenda. We also need to remember that a terrorist can act alone.

What makes the terrorist event so dangerous is that it is intended to cause damage, to inflict harm, and in some cases to kill. The fire that starts in someone's home as a result of careless smoking was probably not set with the intention to damage, hurt, or kill. There are exceptions, of course, as in the case of arson, but normally most of the incidents you will respond to are not criminal in nature. Terrorists will go to great lengths to make sure the event has the intended impact, even it means destroying a whole building and killing all of its occupants.

Recent bombing incidents have shown that there can be a sequence of events carefully timed to inflict further harm on those whose job it is to respond to assist others. This shows the depth to which terrorists can descend to achieve their ends. Some additional hazards will include

- armed resistance;
- use of weapons;
- booby traps;
- secondary events; and
- terrorist agent preparation site.

Experts generally agree that there are five categories of terrorist incidents. We need to take a brief look at the five: biological, nuclear, incendiary, chemical, and explosive. The acronym B-NICE is a simple way to remember the five.

As we discuss these incidents, it is important to remember the four routes of entry: inhalation, absorption, ingestion, and injection. As with other incidents, responders should exercise good judgment in using personal protective equipment (PPE) and training provided to them. The use of protective clothing, including positive-pressure, self-contained breathing apparatus, will enhance your chances of safe and successful response especially in situations where you may face secondary contamination.

An Overview

1. Biological incidents. Several biological agents can be adapted and used as terrorist weapons. These include anthrax (sometimes found in sheep), tularemia (or rabbit fever), cholera, encephalitis, the plague (sometimes found in prairie dog colonies), and botulism (found in improperly canned food).

Thinking About My Situation…

As one involved in emergency services, you already may have responded to a terrorist incident. If you have, what were your key concerns or worries as you responded to the uncertainties of the situation?

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Thinking About My Situation… (cont'd)

In retrospect, do you think your anxiety level was higher than in the more customary responses such as to a house fire, a vehicle accident or even a hazardous materials incident? Why or why not?

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If you have never been associated with a terrorist incident, what would be some of your anxieties or concerns as an emergency services provider in dealing with a situation like this?

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Biological agents pose very serious threats given their fairly accessible nature, and the potential for their rapid spread. The potential for devastating casualties is high in a biological incident. These agents are disseminated in the following ways: by the use of aerosols (spray devices), oral (contaminating food or water supplies), dermal (direct skin contact with the substance) exposure, or injection.

There are four common types of biological agents: bacteria, viruses, rickettsia, and toxins.

Bacteria

Bacteria are single-celled organisms that multiply by cell division and can cause disease in humans, plants, or animals. Although true cells, rickettsia are smaller than bacteria and live inside individual host cells. Examples of bacteria include anthrax (bacillus anthracis), cholera (Vibrio cholerae), plague (Yersinia pestis), tularemia (Francisella tularensis); an example of rickettsia is Q fever (coxiella burnetii).

You may be familiar with the disease anthrax, associated with cattle, sheep, and horses serving as hosts. Handling of contaminated hair, wool, hides, flesh, or other animal substances can lead to contracting cutaneous (dermal) anthrax. However, the purposeful dissemination of spores in aerosol, such as for terroristic purposes, is another way people could contract it and cause a more dangerous form of the disease. Tularemia is also known as rabbit fever or deer fly fever, as these hosts can carry the disease.

Virus

Viruses are the simplest type of microorganisms. They lack a system for their own metabolism and therefore depend upon living cells to multiply. This means that a virus will not live long outside of a host.

Ebola as viewed through an electron microscope

Types of viruses that could serve as biological agents include smallpox, Venezuelan equine encephalitis, and the viral hemorrhagic fevers such as the Ebola and Marburg viruses, and Lassa fever.

Rickettsia

Toxins

Toxins are toxic substances of natural origin produced by an animal, plant, or microbe. They differ from chemical agents in that they are not manmade and typically they are much more complex materials. Toxins, in several cases, are easily extracted for use as a terrorist weapon, and, by weight, usually are more toxic than many chemical agents.

The four common toxins thought of as potential biological agents are botulism (botulinum), SEB (staphylococcal enterotoxin B), ricin, and mycotoxins.

Ricin is a toxin derived from the castor bean plant, available worldwide. There have been several documented cases involving ricin throughout the U.S., particularly in rural areas.

Castor Bean Plant

Routes of Exposure

The primary routes of exposure for biological agents are inhalation and ingestion. Skin absorption and injection also are potential routes of entry, but are less likely.

Thinking About My Situation…

Suggest some consequences for emergency services responders if it were suddenly realized that terrorists had contaminated the public water supply.

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Does your department or organization have standard operating procedures/standard operating guidelines (SOPs/SOGs) to deal with a potential biological incident?
[ ] Yes [ ] No

If not, what would you do?

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2. Nuclear Incidents . There are two fundamentally different threats in the area of nuclear terrorism. One is the use, threatened use, or threatened detonation, of a nuclear bomb. The other is the detonation, or threatened detonation, of a conventional explosive incorporating nuclear materials (radiological dispersal devices or RDD). It is unlikely that any terrorist organization could acquire or build a nuclear device, or acquire and use a fully functional nuclear weapon.

The number of nations with nuclear capability is small, and each places a high priority on the control of its nuclear weapons. Even if a nation supporting terrorism could develop a nuclear capability, experts believe it would be implausible for that nation to turn a completed weapon over to a group that might use it against them. The theft of a completed nuclear weapon also is unlikely. All nuclear nations have placed their nuclear arsenals under the highest security. All Western and former Soviet nuclear weapons are protected with a Permissible Action Link (PAL) system that renders the weapon harmless until the proper code is entered.

The greatest potential terrorist threat for a nuclear weapon would be to use such a device as a form of extortion. The U.S. government has plans to meet such a threatened use. Presently, there is no

known instance of any nongovernmental group close to obtaining or producing a nuclear weapon.
The purpose of an attack where nuclear materials are incorporated into a conventional explosive (RDD) would be to spread radioactive materials around the bomb site. This would disrupt normal, day-to-day activities, and would raise the level of concern among first responders regarding long-term health issues. It would prove to be difficult to perform complete environmental decontamination.

Another possible scenario involving nuclear materials would be the detonation of a large device, such as a truck bomb (large vehicle with high quantities of explosives), in the vicinity of a nuclear power plant or a radiological cargo in transport. Such an attack could have widespread effects. The frequency of shipments of radiological materials is increasing throughout the world.

There are three main types of nuclear radiation emitted from radioactive materials: alpha, beta, and gamma radiation.

Alpha particles are the heaviest and most highly charged of the nuclear particles. However, alpha particles cannot travel more than a few inches in air and are completely stopped by an ordinary sheet of paper. The outermost layer of dead skin that covers the body can stop even the most energetic alpha particle. However, if ingested through eating, drinking, or breathing contaminated materials, they can become an internal hazard.

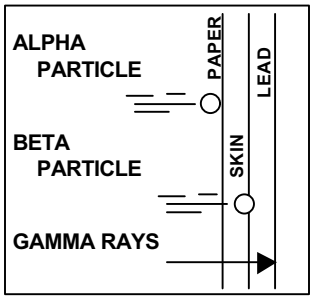
Beta particles are smaller and travel much faster than alpha particles. Typical beta particles can travel several millimeters through tissue, but they generally do not penetrate far enough to reach the vital inner organs. Exposure to beta particles from outside the body is normally thought of as a slight hazard.

However, if the skin is exposed to large amounts of beta radiation for long periods of time, skin burns may result. If removed from the skin shortly after exposure, beta-emitting materials will not cause serious burns. Like alpha particles, beta particles are considered to be an internal hazard if taken into the body by eating, drinking, or breathing contaminated materials. Beta-emitting contamination also can enter the body through unprotected open wounds.

Gamma rays are a type of electromagnetic radiation transmitted through space in the form of waves.

Gamma rays are pure energy and therefore are the most penetrating type of radiation. They can travel great distances and can penetrate most materials. This creates a problem for humans, because gamma rays can attack all tissues and organs.

Gamma radiation has very distinctive, short-term symptoms. Acute radiation sickness occurs when an individual is exposed to a large amount of radiation within a short period of time. Symptoms of acute radiation sickness include skin irritation, nausea, vomiting, high fever, hair loss, and dermal burns.



Radiation Penetration

Thinking About My Situation…

To whom would you turn in your community for help (such as monitoring training) in becoming better prepared to handle a radiological threat?

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Later in this course, countermeasures for these three hazards will be discussed.

3. Incendiary incidents . An incendiary device is any mechanical, electrical, or chemical device used intentionally to initiate combustion and start a fire. A delay mechanism consists of chemical, electrical, or mechanical elements. These elements may be used singly or in combinations. Incendiary materials are materials that burn with a hot flame for a designated period of time. Their purpose is to set fire to other materials or structures.

Incendiary devices may be simple or elaborate and come in all shapes and sizes. The type of device is limited only by the terrorist's imagination and ingenuity. An incendiary device can be a simple match applied to a piece of paper, or a matchbook-and-cigarette arrangement, or a complicated self-igniting chemical device. Normally, an incendiary device is a material or mixture of materials designed to produce enough heat and flame to cause combustible material to burn once it reaches its ignition temperature.

Each device consists of three basic components: an igniter or fuse, a container or body, and an incendiary material or filler. The container can be glass, metal, plastic, or paper, depending on its desired use. A device containing chemical materials usually will be in a metal or other nonbreakable container. An incendiary device that uses a liquid accelerator usually will be in a breakable container, e.g., glass. Generally, crime scene investigators find three types of incendiary devices: electrical, mechanical, or chemical. These may be used singularly or in combinations.

Only specially trained personnel should handle incendiary devices discovered prior to ignition. Handling of such devices by inexperienced individuals can result in ignition and possible injury or death. In addition, proper handling is critical for crime scene preservation.

4. Chemical incidents. Chemical agents fall into five classes:

- Nerve agents, which disrupt nerve impulse transmissions.
- Blister agents, also called vesicants, which cause severe burns to eyes, skin, and tissues of the respiratory tract.
- Blood agents, which interfere with the ability of blood to transport oxygen.
- Choking agents, which severely stress respiratory system tissues.
- Irritating agents, which cause respiratory distress and tearing designed to incapacitate. They also can cause intense pain to the skin, especially in moist areas of the body. They are often called Riot Control Agents.

Thinking About My Situation…

Does your department or organization have SOPs/SOGs for responding to an incendiary incident? [ ] Yes [ ] No

Has your department been trained to recognize and identify the signs of incendiary fires?

How would your approach to this kind of incident differ from your approach to a more typical incident (house fire or vehicle accident)?

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Nerve Agents

Nerve agents are similar in nature to organophosphate pesticides, but with a higher degree of toxicity. All are toxic at small concentrations (a small drop could be fatal). The agents include sarin (GB) used by terrorists against Japanese civilians and by the Iraqis against Iran; Soman (GD); tabun (GA); and V agent (VX). These materials are liquids that typically are sprayed as an aerosol for dissemination. In the case of GA, GB, and GD, the first letter "G" refers to the country (Germany) that developed the agent, and the second letter indicates the order of development. In the case of VX, the "V" stands for "venom" while the "X" represents one of the chemicals in the specific compound.

The victims' symptoms will be an early outward warning sign of the use of nerve agents. There are various generic symptoms similar to organophosphate poisoning. The victims will salivate, lacrimate, urinate, and deficate without much control.

Other symptoms may include

- eyes: pinpointed pupils, dimmed and blurred vision, pain aggravated by sunlight;
- skin: excessive sweating and fine muscle tremors;
- muscles: involuntary twitching and contractions;
- respiratory system: runny nose and nasal congestion, chest pressure and congestion, coughing and difficulty in breathing;
- digestive system: excessive salivation, abdominal pain, nausea and vomiting, involuntary defecation and urination; and
- nervous system: giddiness, anxiety, difficulty in thinking and sleeping (nightmares).

Nerve agents resemble water or light oil in pure form and possess no odor. The most efficient distribution is as an aerosol. Small explosions and equipment to generate mists (spray devices) may be present. Nerve agents kill insect life, birds, and other animals as well as humans. Many dead animals at the scene of an incident may be another outward warning sign or detection clue.

Blister Agents

Blister agents are also referred to as mustard agents due to their characteristic smell. They are similar in nature to other corrosive materials first responders encounter. They readily penetrate layers of clothing and are quickly absorbed into the skin. Mustard (H, HD), and lewisite (L) are common blister agents. All are very toxic, although much less so than nerve agents. A few drops on the skin

can cause severe injury, and three grams absorbed through the skin can be fatal. Clinical symptoms may not appear for hours or days. The symptoms of blister agents include

- eyes: reddening, congestion, tearing, burning, and a "gritty" feeling; in severe cases, swelling of the eyelids, severe pain, and spasm of the eyelids;
- skin: within 1 to 12 hours, initial mild itching followed by redness, tenderness, and burning pain, followed by burns and fluid-filled blisters. The effects are enhanced in the warm, moist areas of the groin and armpits;
- respiratory system: within 2 to 12 hours, burning sensation in the nose and throat, hoarseness, profusely running nose, severe cough, and shortness of breath; and
- digestive system: within two to three hours, abdominal pain, nausea, blood-stained vomiting, and bloody diarrhea.

Blister agents are heavy, oily liquids, dispersed by aerosol or vaporization, so small explosions or spray equipment may be present. In a pure state they are nearly colorless and odorless, but slight impurities give them a dark color and an odor suggesting mustard, garlic, or onions. Outward signs of blister agents include complaints of eye and respiratory irritation along with reports of a garlic-like odor. Similar symptoms will occur among many individuals exposed.

Blood Agents

Blood agents interfere with the ability of the blood to transport oxygen, and result in asphyxiation.

Common blood agents include hydrogen cyanide (AC) and cyanogen chloride (CK). Cyanide and cyanide compounds are common industrial chemicals with which emergency responders sometimes deal. CK can cause tearing of the eyes and irritate the lungs. All blood agents are toxic at high concentrations and lead to rapid death. Affected persons require removal to fresh air and respiratory therapy. Clinical symptoms of patients affected by blood agents include

- respiratory distress;
- vomiting and diarrhea; and
- vertigo and headaches.

Under pressure, blood agents are liquids. In pure form, they are gasses. Precursor chemicals are typically cyanide salts and acids. All have the aroma of bitter almonds or peach blossoms. They are common industrial chemicals and are readily available.

Choking Agents

Choking agents stress the respiratory tract. Severe distress causes edema (fluid in the lungs), which can result in asphyxiation resembling drowning.

Chlorine and phosgene, common industrial chemicals, are choking agents. Clinical symptoms include severe eye irritation and respiratory distress (coughing and choking). Most people recognize the odor of chlorine. Phosgene has the odor of newly cut hay. As both are gases, they must be stored and transported in bottles or cylinders.

Irritating Agents

Irritating agents, also known as riot control agents or tear gas, are designed to incapacitate. Generally, they are nonlethal; however, they can result in asphyxiation under certain circumstances. Common irritating agents include chloropicrin, MACE (CN), tear gas (CS), capsicum/pepper spray, and dibenzoxazepine (CR). Clinical symptoms include

- eyes and throat: burning or irritation; tearing of the eyes;

- respiratory system: respiratory distress, coughing, choking, and difficulty breathing; and
- digestive system: high concentrations may lead to nausea and vomiting.

These agents can cause pain, sometimes severe, on the skin, especially in moist areas. Most exposed persons report the odor of pepper or of tear gas. Outward warning signs include the odor of these agents and the presence of dispensing devices. Many are available over the counter.

The primary routes of exposure for chemical agents are inhalation, ingestion, and skin absorbtion/contact. Injection is a potential source of entry, but is less likely. With the exception of blister agents, inhalation is the primary route of exposure for chemical agents. However, skin absorbtion/contact with irritant nerve agents and blister agents also is a highly possible route of exposure.

Thinking About My Situation...

Does your department or organization have SOPs/SOGs for responding to a chemical incident? [ ] Yes [ ] No

What would be your specific role if you had to respond to a chemical threat?

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How would your approach to this incident and your approach to a more typical incident differ?

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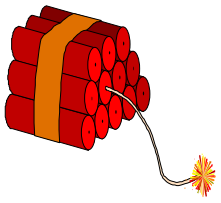
The last category of potential terrorist incidents we need to examine briefly is the explosive incident.

5. Explosive incidents . The U.S. Department of Transportation (DOT) defines an explosive as a substance fitting into one of these two categories:

- any substance or article, including a device, designed to function by explosion (e.g., an extremely rapid release of gas and heat); or
- any substance or article, including a device, which, by chemical reaction within itself, can function in a similar manner even if not designed to function by explosion, unless the substance or article is otherwise classified.

It is estimated that 70 percent of all terrorist attacks worldwide involve explosives. It is apparent that bombs are the current weapon of choice amongst terrorist groups. The FBI reports that of 3,163 bombing incidents in the U.S. in 1994, 77 percent were due to explosives.



In these situations 78 percent of all bombs detonated or ignited. Another 22 percent failed to function as designed; only 4 percent were preceded by a warning or threat.

The FBI also noted three other interesting facts:

- When public safety agencies know of the presence of a device, they have only a 20 percent chance of finding it.
- Hundreds more "hoax" bomb incidents are reported each year.
- Residential properties are the most common targets for bombers.

The conclusion is that improvised explosive and incendiary devices are designed and assembled to explode and cause fires. Explosions rapidly release gas and heat, affecting both structures and people. Bombings are the types of terrorist attacks most likely to be encountered. Bombs nearly always work as designed. An important point to remember is that explosions can cause fires, and fires can cause explosions. First responders should always be aware of the potential for secondary devices.

The five types of incidents previously discussed are similar, in some respects, to routine emergencies. Responders still can protect themselves using sound judgment and the basic equipment they are trained to use.

SUMMARY

Today, emergency responders and others in emergency services who support them face new challenges that seriously imperil not only the public but those very persons whose job it is to protect and help the public. The risks faced in today's world pose threats for which the average emergency responder may not be prepared. These threats go far beyond the usual ones associated with residential fires, vehicular accidents, or even hazardous materials incidents.

It is critical that emergency responders understand the implications of these modern threats and know proper response procedures and the limits of safe and prudent response. This knowledge will help prevent further fatalities. Responders need to translate this knowledge into SOPs/SOGs written to make safety the paramount consideration. Injured or incapacitated responders are no help to anyone.

The emergency services community has tremendous knowledge and resources available from the Federal government, military, public health, and law enforcement agencies, to name some of the more obvious. These resources can be a great help in writing prudent and safe SOPs/SOGs.

Thinking About My Situation…

What are some Federal and State agencies in your area to which you might turn for assistance in preparing SOPs/SOGs for the events discussed in this module?

_____ _____ _____

_____ _____ _____

_____ _____ _____

Thinking About My Situation… (cont'd)

How different would these SOPs/SOGs be from existing ones for the more usual and customary emergencies?

_____

_____

_____

If any one of the incidents discussed in this module happened tomorrow, are you and your emergency services colleagues sufficiently prepared to deal with it? [ ] Yes [ ] No

What are some of the implications of your state of readiness?

_____

_____

_____

What I Will Do As Followup To This Module…

Describe one or two practical, achievable steps you will take as a result of studying this module to help you to be better prepared to deal with one of the incidents described here.
Step One: Step Two:
How I will accomplish Step One
How I will accomplish Step Two

LEARNING CHECK

True or False : Circle either T or F.

1. T F The Federal Bureau of Investigation defines terrorism as "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."

2. T F Nerve agents are similar in nature to organophosphate pesticides.

3. T F The criminal component is the least important element separating a terrorist organization and its actions from a legitimate organization.

4. T F Experts generally agree that there are five categories of terrorist incidents.

5. T F Alpha radiation is the most penetrating kind.

Multiple Choice : Circle your answer.

6. Of the following traits, the chief characteristics of terrorist activities are

   a. activities are illegal.
   b. activities use force.
   c. activities intend to intimidate or coerce.
   d. activities are random, targetless acts of violence.

7. Of the following targets, which one would probably be the least appealing to a terrorist group plotting an attack?

   a. An urban complex of Federal facilities.
   b. A major urban seaport serviced by two interstate highways.
   c. An urban area in need of rehabilitation.
   d. An urban family planning clinic.

8. Currently the most common terrorist threat is

   a. a biological agent.
   b. an explosive device.
   c. a chemical agent.
   d. a nuclear device.

9. Which of the following would be identified as part of a biological incident?

   a. Radiation.
   b. Irritants.
   c. Toxins.
   d. Blood agents.

10. It is estimated that the percentage of terrorist activities involving explosives is about

    a. 80 percent.
    b. 70 percent.
    c. 60 percent.
    d. 50 percent.

Answers are provided at the end of this Guide on page 105.

Emergency Response to Terrorism: Self-Study

Module 2:

Incidents and Indicators

Objectives

After completing this module, you will be able to:

- recognize the chief indicators of a crime scene;
- identify appropriate responder activities and considerations at a crime scene;
- differentiate between the purposes of threat assessment and risk assessment; and
- identify outward warning signs and indicators of the five generic agents.

ASSURING A SAFE RESPONSE TO A POTENTIAL CRIME SCENE

There are many similarities between terrorism scene responses and the more common crime scenes to which public safety agencies respond. While law enforcement officers are well versed in crime scene investigations, the majority of fire, EMS, and emergency management personnel are not. It is critical that you understand the special demands placed upon you and your activities when responding to crime scenes.

Any response to an incident other than a natural disaster may be a response to a crime scene. Firefighters may be first responders to arson scenes. EMS personnel may be called upon to administer aid to victims of a violent crime. Hazardous materials teams frequently respond to sites of clandestine dumping or intentional releases of chemicals. At a terrorism crime scene, you will need to coordinate closely with other first-responding fire, EMS, and law enforcement personnel to ensure that you and the other responders do not destroy important evidence. Remember that even when the emergency phase of the incident is over, the incident itself has not ended. The incident ends only when there is successful prosecution of the guilty person(s).

As a first responder, you should be aware of warning signs that indicate criminal activity, because some incidents will involve criminal acts.

Avoid Impeding the Investigation

Be sure to coordinate your actions with law enforcement operations. Basically, there are three ways to help solve a crime: the confession of the perpetrator, statements provided by witnesses or victims, and incriminating information obtained through physical evidence. Of these, only physical evidence provides incontestable, impartial facts. Only physical evidence can overcome the conflicting and confusing statements of witnesses who, observing the same incident at essentially the same time, nonetheless have different perceptions of what took place.

Physical evidence may be crucial to connect the perpetrator to the scene. The recognition, collection, and preservation of physical evidence may be the only means to identify, and successfully prosecute, those responsible. Keep this in mind when arriving at any potential crime scene.

If you are involved with a terrorist incident as a first responder, you essentially become part of the crime scene. As they do with any material witness, law enforcement personnel likely will interview you at some point. You may be required to testify in court as to what you saw, did, and did not do. Sometimes doing something inappropriate is more detrimental to solving the crime than doing nothing at all. Keep in mind that cases have been lost in court due to the imprudent actions of first

responders, whether fire, police, or emergency medical responders.

Scene Considerations

Your response to the scene of a potential terrorist attack could involve entry into a hazardous area. Deadly chemical and biological agents already may have contaminated the atmosphere around the scene. The presence of fires or collapsed building sections may intensify thermal and mechanical risk. You can hope to survive only by entering this area very carefully: by moving cautiously and by wearing the appropriate personal protective equipment (PPE).

Delaying Entry May Be Wisest

When you suspect hazardous substances or conditions, use only qualified personnel to secure the scene. Hazardous materials teams may have sufficient detection and monitoring equipment to define the hazard. Otherwise, it may be necessary for you to await the arrival of additional resources before you can attempt entry into the hazardous area.

Any appropriate response to the site of a determined mass biological, chemical, or radiological attack may require decontamination of equipment, entry personnel, survivors, and casualties. The emergency decontamination process may be the single most important task that the public safety community can perform during a terrorist incident, but it will certainly tax the abilities of any locality or state. Therefore it makes sense for all communities to preplan for mass decontamination.

Thinking About My Situation…

Does your department have SOPs/SOGs for incidents involving mass decontamination? [ ] Yes [ ] No

Does the jurisdiction's emergency operations plan have such SOPs/SOGs? [ ] Yes [ ] No

How would you find out? _____

_____

_____

_____

_____

_____

_____

Your response to large-scale explosions and fires requires that you pay just as much attention to hazardous conditions as you would at a potential chemical or biological incident. Be aware of the possible presence of a secondary device intended to injure or kill you and other first responders. Often, these secondary devices are referred to as "sucker punch" devices. Bombs produce large-scale trauma due to shock waves, projectiles, and structural collapse. When arriving on

the scene of a highly damaged structure, be aware of the structural conditions causing unsafe buildings to collapse, the types of injuries resulting from these incidents, and the specialized precautions you need to take.

Whatever type of threat you respond to, the description that you provide to investigators reconstructing the early minutes of activity at the incident scene can be the key to successful prosecution of the case. At the scene, be aware of persons coming or going on foot or by vehicle. Jot down the license plate numbers, and brief descriptions of those present in order to refresh your memory. Encourage witnesses and bystanders to remain at the scene until investigators have interviewed them. Note any other unusual circumstances.

Your documentation of the incident will prove invaluable in prosecuting the case. Whenever possible, provide photographs and videotape to show the "big picture" of the scene. Include as many details as possible. Use rough sketches to pinpoint the location of victims and their wounds, as well as the locations of potential evidence. Take notes on what you see and organize them, and provide them to investigators as soon as possible after the response.

Leave Things As You Find Them

At a potential crime scene, it is critical that you disturb the scene as little as possible. If you absolutely must move something, make sure you remember where it was originally, its orientation and condition, and anything else notable about its position and natural state. If possible, photograph the object before you move it. Take notes on any holes, breaks, or scratches that you caused, and pass this information on to the crime scene investigators. Law enforcement officers must be able to differentiate between the results of the crime and what responders might have done to those results.

Following your response, you may have to write an after-action report summarizing your activities and observations during the incident. Be sure to document the report thoroughly using your notes. Remember that your report can be used in court, both in your favor and against you.

Locating the Potential Terrorist--Threat and Risk Target Assessment

In order to determine potential terrorist groups active in your jurisdiction, someone needs to conduct a threat analysis in cooperation with local, regional, State, and Federal law enforcement officials to identify groups that may pose a threat to your community. This person may be the emergency management coordinator or director, or someone else in the community associated with emergency response.

Terrorist groups may include, but are not limited to, the following:

- ethnic separatist and emigre groups;
- left-wing radical organizations;
- right-wing racist, anti-authority, survivalist groups;
- foreign terrorist organizations; and
- issue-oriented groups (including animal rights groups, extremist environmental groups, extremist religious groups, anti-authority, anti-abortionists, etc.).

Thinking About My Situation…

Obtain a copy of your community's emergency response plan and check that section of the plan dealing with hazard or vulnerability assessment. Do you find anything in the plan that identifies potentially threatening groups? [ ] Yes [ ] No

If yes, what are some of the groups named?

_____

_____

If none are named, what steps can you take to identify them?

_____

_____

_____

_____

Once such groups are known (threat assessment) the next step is to identify potential facilities or activities that may become targets of terrorist acts. These facilities may include the following:

- civilian or military government installations;
- industries that are part of the "military-industrial complex," manufacture environmentally sensitive products, operate in politically sensitive countries, or generally represent capitalist endeavors;
- financial institutions that support the above;
- infrastructure components (i.e., transportation, communications, utilities, or energy systems on which the above depend);
- explosive magazine storage facilities (construction sites, quarries, etc.);
- sports arenas, parks (theme and others);
- schools, hospitals, shopping centers; and
- venues for special events.

Identifying these potential targets is part of risk assessment.

Thinking About My Situation…

Identify six different facilities in your jurisdiction that might be targets of terrorist activities.

1. _____ 4. _____
2. _____ 5. _____
3. _____ 6. _____

Do you think the occupants of those facilities really think they are at risk? Why or why not?

_____

_____

_____

_____

For each of the facilities you named, use a scale of 1 to 10 to indicate your level of preparedness to respond to a terrorist incident at that facility (1 = low; 10 = high).

Facility 1 ___ Facility 2 ___ Facility 3 ___ Facility 4 ___ Facility 5 ___ Facility 6 _____

Outward Warning Signs and Indicators

At the scene, initial responders need to be on the lookout for the following common warning signs indicating the presence of lethal agents from the five threat categories.

Biological Indicators

Biological incidents will present themselves in two ways. The first could be a community public health emergency, while the second could be a focused response to an incident, such as that involving a toxin.

In the case of a biological incident, the onset of some symptoms may take days to weeks, and typically there will be no characteristic signatures, because biological agents are usually odorless and colorless. Because of the delayed onset of symptoms, the number of victims and the areas affected may be greater due to the migration of infected individuals. On the other hand, some effects may be very rapid (as short as four to six hours).

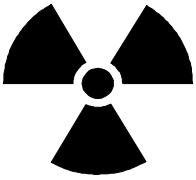
Exact indicators of a biological event may include any of the following:

- unusual numbers of sick or dying people or animals;
- dissemination of unscheduled and unusual sprays, especially outdoors and/or at night; and
- abandoned spray devices with no distinct odors.

Any number of symptoms may occur. As a first responder, you should consider calling local hospitals to see if they have admitted additional casualties with similar symptoms. Casualties may occur within minutes or hours, or may not occur until many days or weeks after an incident has occurred. The agent used determines the time during which the symptoms appear.

Nuclear Indicators

Short of an actual detonation or obvious accident involving radiological materials, there are a couple of ways to be certain that radiation is present. One is to observe the Department of Transportation (DOT) placards and labels. The other is to use the monitoring devices that most fire department hazardous materials teams now carry routinely. If the fire department does not have ready access to these instruments, the local or State office of emergency management should be able to provide them.



Incendiary Indicators

Multiple fires may indicate the use of accelerants such as gasoline, rags, or other incendiary devices. Remains of incendiary device components, odors of accelerants, unusually heavy burning, or fire volume also are key indicators.

Chemical Indicators

Once released, a nerve agent's outward warning signs are easy to spot. Within minutes, the most significant sign will be rapid onset of similar symptoms in a large group of people. Dermal exposure (clammy skin) and pinpoint pupils (miosis) are the best symptomatic indications of nerve agent use. Because nerve agents are so lethal, mass fatalities without other signs of trauma are common. Other outward signs of nerve agent release include

- hazardous materials or lab equipment that is not relevant to the occupancy;
- exposed individuals reporting unusual odors or tastes;

- explosions dispersing liquids, mists, or gases;
- explosions seeming only to destroy a package or bomb device;
- unscheduled dissemination of an unusual spray;
- abandoned spray devices;
- numerous dead animals, fish, and birds;
- absence of insect life in a warm climate;
- mass casualties without obvious trauma;
- distinct pattern of casualties and common symptoms; and
- civilian panic in potential target areas, i.e., government buildings, public assemblies, subway systems, etc.

Explosive Indicators

Signs of explosive incidents may be obvious, such as large-scale damage to a building, or may be difficult to detect initially. Blown-out windows and widely scattered debris also serve as indicators.

Victims may exhibit effects of the blast, such as obvious shrapnel-induced trauma, appearance of shock-like symptoms, and/or damage to their eardrums.

SUMMARY

The responsibility of the first responder trained to the awareness level is relatively limited when dealing with the incidents being discussed in this course. A basic consideration is always to help assure the preservation of evidence at the crime scene so as not to impede the investigation or prejudice ensuing litigation. The wisest course of action, although not the easiest, might be to delay entry and await the arrival of more highly trained personnel.

Responders in the habit of making quick responses will need to exercise a great deal of self-control in these situations, especially if human life is at stake. Specific steps that can be taken by the first responder at the awareness level are to isolate the scene, deny entry, notify additional resources, and recognize key indicators of a potential terrorist incident.

What I Will Do As Followup To This Module…

Refer to your jurisdiction's SOPs/SOGs. Do they contain annexes dealing with hazardous materials incidents, specifically B-NICE?
Do you see any serious gaps in the plans? [ ] Yes [ ] No
If yes, identify two practical and achievable steps you might take to help correct the deficiencies you noted.
Step One: Step Two:

LEARNING CHECK

True or False: Circle either T or F.

1. T F At a potential crime scene, it is critical that you disturb the scene as little as possible.

2. T F In responding to an incident other than a natural disaster, first responders could possibly be dealing with a potential crime scene.

3. T F At a potential crime scene, protection of physical evidence is not a concern to first responders.

4. T F The actions of initial responders could in some situations jeopardize the successful prosecution of a crime.

5. T F At a potential crime scene, specific steps that can be taken by the first responder at the awareness level are to isolate the scene, deny entry, and notify additional resources.

Multiple Choice : Circle your answer.

6. Of the following incidents involving first responders, the least likely to be a crime scene is

   a. the fourth of six fires in a four-block area in one night.
   b. emergency responders respond to a structural collapse immediately following an earthquake.
   c. EMS personnel administering first aid to burn victims resulting from a Molotov Cocktail.
   d. emergency responders are faced with large numbers of patients exhibiting symptoms of pesticide poisoning.

7. A first responder at an explosion that damaged the foundation of a tall office building in a financial district should be primarily concerned about

   a. a secondary explosion.
   b. a chemical incident.
   c. mass decontamination.
   d. numerous fatalities.

8. A terrorism incident ends when

   a. you leave the scene.
   b. there is successful prosecution of the terrorist(s).
   c. you finish the incident report.
   d. you have communicated with law enforcement officials.

9. Hazard assessment includes

   a. threat assessment and risk assessment.
   b. threat assessment and damage assessment.

10. A rapid onset of similar symptoms within a large group of people should be sufficient warning that responders are dealing with a potential

    a. incendiary incident.
    b. radiological incident.
    c. chemical incident.
    d. explosives incident.

Answers are provided at the end of this Guide on page 105.

Emergency Response to Terrorism: Self-Study

Module 3:

Self-Protection

Objectives

After completing this module, you will be able to:

- identify characteristics of the six common types of harm;
- contrast the value of different self-protective measures in dealing with the six common types of harm;
- differentiate among the hazards that can occur at various incidents; and
- relate the protective measures of time, distance, and shielding to various incidents.

SELF-PROTECTION

As already mentioned in the course, your self-protection as an initial responder is critical so that you can do your job effectively and not become a victim. Your exercise of sound judgment and use of your personal protective equipment (PPE) according to design specifications are your initial steps to protecting yourself. However, there are various protective countermeasures for the six common types of hazards. In this module you will learn how these countermeasures, depending on the type of incident, are useful allies of the first responder.

RECOGNIZING HAZARDS AND THEIR PHYSICAL EFFECTS

You could arrive at a potential terrorist incident and not really know what you're up against. Your first concern must be self-protection. You must recognize the various hazards that may be present at any kind of incident: biological, nuclear, incendiary, chemical, or explosive. You need to remember, too, that a single incident can present a variety of hazards, and exposure can be fatal.

One commonly accepted classification identifies six types of harm you can encounter at an incident: thermal, radiological, asphyxiative, chemical, etiological, and mechanical. The acronym, TRACEM, is an easy way to remember them. Since each has different harmful effects, let's take a brief look at each.

Thermal

Thermal harm is the result of exposure to the extremes of heat and cold. Here we will examine only heat, but cold can be equally harmful.

As you have learned elsewhere, heat travels by one of four methods: conduction, convection, radiation, and direct flame contact.

Radiological

Radiation, as used in this section, refers to nuclear radiation, not radiation as a type of heat transfer. There are three types of nuclear radiation that the first responder should be familiar with: alpha, beta, and gamma. Alpha and beta radiation are found as particles, while gamma radiation is found in the form of rays.

Alpha radiation is the least penetrating of the three, and is not considered dangerous unless alpha-contaminated particles enter the body. Once inside the body, alpha radiation will damage internal organs.

Beta radiation is more penetrating than alpha radiation. Beta-contaminated particles can damage skin tissue, and can harm internal organs if they enter the body.

The use of PPE including SCBA will greatly enhance the emergency responder's safety when dealing with alpha or beta radiation.

Gamma radiation has great penetrating power. Gamma rays are high-energy, ionizing radiation that travel at the speed of light. They can cause skin burns, severely injure internal organs, and have long-term, physiological effects.

Thinking About My Situation...

If your department or jurisdiction is within the evacuation zones of a nuclear generating plant, no doubt there are plans for dealing with a radiological event. You may have received training on how to respond.

You might want to check to see how current the plans are, how recently your jurisdiction has had an exercise, what equipment you have, etc.

Specifically, try to answer these questions.

What standard operating procedures/standard operating guidelines (SOPs/SOGs) exist to protect the responders from radiation in case of an accident?

_____
_____
_____

Does the facility transport its spent nuclear fuels through the jurisdiction? How?

_____
_____
_____

Has the jurisdiction ever had a joint exercise with the facility? [ ] Yes [ ] No

If so, what were some of the lessons learned?

_____
_____
_____

Asphyxiative

Asphyxiants interfere with oxygen flow during normal breathing. There are two types of asphyxiants: simple and chemical.

Simple asphyxiants generally are inert gases that displace the oxygen necessary for breathing, and dilute the oxygen concentration below the level that is useful to the human body.

Chemical asphyxiants are far more serious. Referred to as blood poisons, they are compounds that interrupt the flow of oxygen in the blood or to the tissues. The asphyxiants prevent proper oxygen distribution and starve the body's cells of oxygen.

In all cases, the cells of the body are starved for oxygen. The asphyxiants prevent proper oxygen distribution.

Examples of chemical asphyxiants include hydrogen cyanide (AC), cyanogen chloride (CR), phosgene, carbon monoxide (CO), aniline, and hydrogen sulfide.

Thinking About My Situation...

List some asphyxiants you have encountered in your experiences as a first responder.

_____ _____ _____
_____ _____ _____

Did you or any of your colleagues suffer harmful effects? [ ] Yes [ ] No

If yes, why?

_____
_____

Chemical

There are two broad types of chemicals used that can cause harm: toxic and corrosive materials. Both of these can exist as solids, liquids, or gases.

Toxic materials produce harmful effects depending on the concentration of the materials and the length of exposure to them. An individual can have chronic or acute exposures to toxic materials. Nerve agents are examples of toxic materials.

Corrosive materials are liquids or solids causing visible destruction or irreversible alterations in human skin tissue at the site of contact. They may be liquids that have a severe corrosion rate on steel or aluminum. Sulfuric acid is an example of a corrosive material.

Of all the hazards that fall under the umbrella of hazardous materials, chemical hazards are probably the ones you most frequently deal with because they are so common.

Etiological

This type of harm involves exposure to a living microorganism, or its toxin, which causes, or may cause, human disease. Biological agents are the most obvious examples of etiological agents.

Thinking About My Situation...

Once again, refer to your department's or jurisdiction's emergency response plan.

Is there any provision for dealing with an etiological hazard? [ ] Yes [ ] No

If there is a plan, what provisions are there for contacting the numerous health and biological services available through the State and Federal governments?

_____
_____

If there is no plan, what are some possible implications for you as an emergency responder?

_____
_____

Mechanical

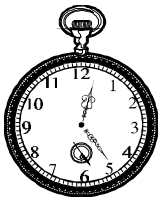
This most common type of harm causes trauma from contact with mechanical or physical hazards. One form of mechanical injury can result from an explosive device, in the form of shrapnel or antipersonnel materials, such as nails, contained in the explosion. Advanced planning and forethought are required to avoid this type of harm. Other examples of mechanical harm include routine slip, trip, and fall hazards that are common to emergency response.

Time, Distance, and Shielding (TDS)--The Keys to Self-protection

Much of the traditional training in hazardous materials response builds on these three methods, even though often the explicit link is not made.

Time

You should spend the shortest amount of time possible in the hazard area and



minimize the time of exposure to the hazard. Time is an ally when the hazard can be expected to become gradually less hazardous. Use time to protect yourself at a crime scene. Use techniques such as rapid entries to execute reconnaissance or rescue. Minimizing time spent in the affected area also will reduce the chance of contaminating the crime scene.

Distance

Whenever you can distance yourself

from the hazard, you should. It should be an absolute rule always to maintain a safe distance from the hazard area or projected hazard area.

Use of the *Table of Initial Isolation and Protective Action Distances* as found in the *North American Emergency Response Guidebook* (*NAERG)* is advisable. Remember that the greater the distance from the source of harm, the less the exposure. Finally, it is advisable to be upwind and uphill of the source, if at all possible.

Shielding

As it makes good sense for you to let time and distance work in your favor, maintaining significant physical barriers between you and the hazard makes equally good sense. Shielding can take various forms: vehicles, buildings, walls, personal protective equipment (PPE), etc. Use of PPE, including SCBA, will greatly increase your chances of a safe and successful response.

However, you need to remember that no matter how much shielding is available and how safe you think it is, always take full advantage of time and distance.

Implementing the Protective Measures of Time, Distance, and Shielding

What is the appropriate course of action for you to avoid the range of potential hazards at terrorist incidents? The following matrix may be helpful as a guide. It will give you idea of the options you have.

Incident	Characteristics	TRACEM Hazards	TDS Measures
Biological	Community public health emergencies, such as a cholera outbreak or an anthrax threat. Focused response, such as in the discovery of a biological agent or its release.	Etiologic	Time: Minimum contact time. Some agents can be fatal very quickly and in small amounts (ricin). Distance: Maximum when unprotected, including distance from those contaminated or exposed casualties. Shielding: Maximum appropriate to the agent, including respiratory protection and splash protection.
Nuclear	Potential for a radiological dispersal device (RDD). Unlikely to experience a fission device.	Primarily radiological. May include thermal, chemical, and mechanical.	Time: Minimum to reduce exposure. Distance: Maximum from hazard. Shielding: Dependant on type of radiation.
Incendiary	Multiple fires, unusual fire volume for structure, evidence of arson.	Primarily thermal, but may include asphyxiative, chemical, and mechanical.	Time: Minimum exposure. Distance: Maximum without PPE. Shielding: Appropriate PPE; avoid potential collapse areas.
Chemical	May include hazardous materials absorbed, inhaled, ingested, or injected. May include industrial (ammonia, chlorine, gasoline), chemical, or military agents.	Primarily chemical, but may include thermal, asphyxiative, and mechanical.	Time: Minimum exposure time and contact with product. Distance: Maximum from actual chemical remaining; uphill and upwind; away from contaminated areas and casualties, unless properly protected. Shielding: Maximum shielding appropriate to the agent, including appropriate PPE.
Explosive	Multiple hazards are possible with very unique situations.	Primarily mechanical, but may include thermal, chemical, etiological, or even radiological.	Time: Shortest interval, explosions take place in hundredths of seconds. Distance: Maximum. Consult NAERG. Shielding: Maximum. Avoid line of sight and remember potential for secondary devices. Beware of structural collapse.

Recognizing Psychological Effects

As with any mass casualty/fatality incident, the psychological effect on first responders is an issue that must be addressed. Some individuals may be unable to deal with the trauma involved in the incident. In such a case, appropriate psychological assistance, debriefing, and alternate work assignments can be helpful in handling individual needs.

SUMMARY

When dealing with a potential terrorist incident, you are facing something unusual, something that, perhaps, you never have faced before. This could prove fatal, given the potential complexity of hazards and the specialized response skills needed. The situation may require atypical responses.

Before making any kind of response, you should evaluate the types of hazards involved and match to them the most appropriate response methods available to you.

What I Will Do As Followup To This Module…

Describe one or two practical, achievable steps you will take as a result of studying this module to help you to be better prepared to deal with one of the incidents described here.
Step One: Step Two:
How I will accomplish Step One
How I will accomplish Step Two

LEARNING CHECK

True or False : Circle either T or F.

1. T F The harmful effects of etiologic hazards usually result from interference with oxygen flow during normal breathing.

2. T F Gamma radiation is an asphyxiative hazard.

3. T F Whenever you can distance yourself from a hazard you should.

4. T F Asphyxiants are liquids or solids that usually cause visible destruction or irreversible alterations in human skin tissue at the site of contact.

Multiple Choice : Circle your answer.

5. Hazard causing first responders the most injury.

   a. Thermal.
   b. Chemical.
   c. Biological.
   d. Mechanical.

6. When in a hazardous area, responders should avoid

   a. rushing.
   b. wearing PPE.
   c. shielding.
   d. self-protection.

7. When determining a safe distance from a projected hazard area, responders should refer to the *Table of Initial Isolation and Protection Action Distances* as found in the

   a. SOP.
   b. SOG.
   c. NAERG.
   d. ERT:SS.

8. PPE provides critical shielding during

   a. situations involving radioactive materials only.
   b. all hazard situations.
   c. situations involving toxic materials only.
   d. most hazard situations.

9. The responder's safest position at an incident scene is

   a. upwind and uphill.
   b. upwind and downhill.
   c. crosswind and uphill.
   d. downwind and downhill.

10. Which of the following is an example of inappropriate shielding?

   a. Vehicles.
   b. Wire fencing.
   c. Walls.
   d. Buildings.

Answers are provided at the end of this Guide on page 105.

Emergency Response to Terrorism: Self-Study

Module 4:

Scene Control

Objectives

After completing this module, you will be able to:

- explain the need for an Incident Command System (ICS);
- list the steps or processes traditionally associated with responding to an emergency; and
- name and explain the nine common steps of the planning process.

INCIDENT COMMAND

Experience has shown that those incidents managed in a systematic way are the most successful at achieving the intended goals. Incident command deals with the Incident Commander (IC) and his/her staff making operational decisions, some strategic, others tactical in nature, and carefully allocating resources to implement them. As a first responder you need to understand the role of the IC as the ultimate decisionmaker responsible for the outcome of the incident.

The ICS is the framework necessary to manage the resources, personnel, apparatus, and equipment, used to mitigate the incident. Strategic decisions identify the overall approach to the incident, and operational decisions spell out the best use of those resources.

During routine emergencies, most firefighters follow a standard approach: performing sizeup, choosing a strategy, implementing various tactics, and conducting ongoing evaluation.

In recent years with an increased emphasis on nonroutine incidents such as hazardous materials, and now terrorist events, other methods have been developed to address new aspects related to nonroutine situations. In these situations it is especially critical to know exactly what steps to take and the sequence in which they must occur because of the presence of hazards other than those traditionally encountered. For example, during a bombing you may find it difficult to determine an appropriate course of action due to the nature or the magnitude of the incident. Furthermore, you may feel extreme pressure to act.

Regardless of the specific process used, responders go through a number of similar steps in dealing with their response. Five common steps include conducting sizeup, evaluating the situation, setting incident priorities, estimating potential incident course and harm, and choosing strategic goals and tactical objectives.

Thinking About My Situation...

Have you ever been in a situation where you were, even for a short time, the IC?
[ ] Yes [ ] No

If so, did you consciously handle the incident using an ICS or did you operate without one?

_____

_____

_____

What are the risks of operating without an ICS?

_____

_____

_____

Conducting Sizeup

Sizeup, the rapid mental evaluation of the factors that influence an incident, is the first step in determining a course of action. For many responders it begins even before the incident in the form of preplanning. The more information you have prior to the incident, the greater the chances of having a safe and successful response.

Evaluating the Situation

Incident factors are dynamic and must be evaluated continually. Therefore, in a sense, sizeup continues throughout the incident. In the same way that the military studies its enemy prior to battle and constantly evaluates its battle plans, so should you.

Incident situation refers to the type, the cause, and the status of the incident.

The type of incident refers to whether it is one of the five types of incidents discussed in Module 1 (a chemical attack, an explosion, a fire, etc.). The cause of the incident refers to whether it is an accident, such as a system failure, or something intentional, such as a bombing. The incident status refers to whether the incident is in a somewhat controlled state (static) or is still uncontrolled (dynamic or expanding).

Thinking About My Situation...

Do you agree with this statement? "Evaluating the situation is not something a responder does consciously. By virtue of training, the responder is constantly evaluating." [ ] Yes [ ] No

Do you think injury and fatalities could result from a lack of proper evaluation? Do you know of any instances where this may have occurred?

_____

_____

_____

What might have prevented the injuries?

_____

_____

_____

Setting Incident Priorities

Incident priorities include life safety (for the responders as well as the public); protecting critical systems (such as the infrastructure, including transportation, public services, and communication networks); and incident stabilization.

Estimating Potential Incident Course and Harm

Potential incident course and harm includes a series of predictions based upon the incident situation and available information. The responders estimate the probable course that the incident will take and the probable harm or damage that is likely to occur. For example, if faced with an explosion, you should be concerned about the possible presence of a secondary device that may cause harm to personnel or create additional property damage.

Choosing Strategic Goals and Tactical Objectives

Strategic goals are broad, general statements of the desired outcome. An example of a strategic goal would be "to prevent loss of life for both civilians and responders."

Tactical objectives are specific operations or functions to meet the goal. For example, to meet the strategic goal of preventing loss of life, you should "isolate the hazard area and deny entry into that area."

Tactics are the specific steps and actions taken by the assigned personnel to meet the determined objectives. For example, to accomplish the tactical objective of isolation, you could "position apparatus in such a fashion as to block the area, and cordon off the area with banner tape." Notice that at each level there are more specifics involved. In the case of the tactical methods, using the apparatus and cordoning off the area are only two possible approaches.

Influence of Hazardous Materials

In recent years the Federal government has enacted laws and developed regulations that require emergency services personnel to receive proper training. This legislation grew out of the realization that hazardous materials incidents differ from the more traditional incidents that historically have been the "bread and butter" of the fire service. This training is organized around five levels: Awareness, Operations, Technician, Specialist, and Incident Manager.

In implementing its training programs, the National Fire Academy (NFA) has followed these classifications. Furthermore, the NFA has adopted for its hazardous materials curriculum an incident analysis process called GEDAPER (developed by David M. Lesak). In doing so, the NFA is saying that the seven steps of GEDAPER provide the responders the needed processes for analyzing and handling a hazardous materials incident safely and prudently. It also is the view of the NFA that this same tool, although not the only one available, can be very helpful in dealing with the range of potential incidents that are the focus of this course.

GEDAPER

There are seven steps to this process:

1. Gathering information.
2. Estimating course and harm.
3. Determining strategic goals.
4. Assessing tactical options and resources.
5. Planning and implementing actions.
6. Evaluating.
7. Reviewing.

Gathering Information

As a first responder, you need to gather as much information about the incident as possible (a first responder in PPE, including positive pressure SCBA, could only use sight and hearing) through observation, using the senses. Given the likelihood of the presence of hazardous materials at a terrorist incident, it would be in your best interest to observe from a distance, using only the senses of sight and hearing. The use of touch, taste, or smell could result in exposure.

Your education, training, and experience will help you evaluate this information before going any further. Today, there are numerous information resources available in hard copy or electronic format. If you cannot access this information at the scene, contact those who can access it for you.

For instance when the term "mass casualty incident" is used to describe an incident scene, you can relate to the situation automatically. The term triggers a mental

assessment based on education, training, and experience. This is unavoidable. On top of this there are other layers--perhaps many--of technical information (data) provided by other sources, commonly including texts, computers, preplans, floor plans, etc. For example, if responding to an incident involving hazardous materials (B-NICE), the first responder may consult the *North American Emergency Response Guidebook* for recommendations on initial isolation and protective action distances.

There are other types of information that will assist you as first responder:

- information received from your dispatcher, such as type of incident, incident location, number of reported casualties, etc., that could indicate a possible terrorist incident;
- information obtained during your sizeup, such as unusual signs and symptoms, presence of dead animals or people, unexplained odors, unusual metal debris, placards or labels, etc. (outward warning signs and detection clues); and
- environmental information, such as time of day or night, location (address, neighborhood, and occupancy), weather (temperature, wind direction, relative humidity), topography (lay of the land, hills, bodies of water), and exposures (people, property, environment).

Regardless of the incident, the first step is to collect all the information possible as quickly as you can before you go any further. Then, once you have made some initial decisions, you need to continue to collect information and reassess it.

Thinking About My Situation…

Recall a recent incident that you have participated in as a first responder, preferably a hazardous materials incident. List a few specific steps of information gathering that you took.

_____

_____

_____

Did you consult any printed sources? If so, name two or three.

_____

_____

_____

Did you refer to any other resources that were not at the scene for additional information using a radio, telephone, or other electronic device? If you did, how helpful was this?

_____

_____

_____

Estimating Course and Harm

Estimating the course of an incident involves using the information you have gathered to make a series of predictions and to assess the potential harm. This involves damage assessment, hazard identification, vulnerability assessment, and risk determination. Damage assessment involves figuring the damage that has already occurred. Hazard

identification means determining what product is involved, where it is, what it can do, how much there is, etc. Vulnerability assessment is figuring out who and what is at risk, in other words, all persons and things the hazard may affect. Risk determination involves estimating the probability that the situation might get worse before it is controlled. Initially, strategic goals and tactical options should be based on the most likely situation outcome.

Determining Strategic Goals

Strategic goals are broad, general statements of intent. Always to be included in determining strategic goals are the incident priorities of life safety (responder and civilian), protection of critical systems (anything that is in place for the betterment of the community, such as public utilities and transportation, hospitals, etc.), and incident stabilization.

Assessing Tactical Options and Resources

In order to meet the strategic goals, you need to select appropriate tactical objectives and methods. For instance, if the strategic goal is isolation, then the tactical objectives must include establishing perimeters and operational zones, denying entry into the "hot zone," and removing the public and emergency personnel far from the "hot zone."

Perimeters and zones represent a safety factor, or buffer, against the hazards presented by the incident. The establishment of zones, or perimeters, is critical to protect both first responders and civilians. Denial of entry includes the use of physical barriers, such as tape, rope, barricades, etc. These tasks are within the scope of responsibilities of a first responder trained to the awareness level.

Public protection involves establishing an area of safe refuge for those who are contaminated, thus reducing the chances of secondary contamination. It also involves assisting those individuals who are in harm's way to safety. Doing so will set the stage for decontamination and subsequent medical treatment.

All of these objectives require the use of resources, including personnel and equipment. The level of effort required, coupled with the amount of resources available, will determine if the goals and objectives can be attained. If the resources are adequate, or if other assistance is available, then the next step, planning and implementing actions, becomes possible.

Withdrawal is an option where the situation is too dangerous or too large for intervention. The best course of action may be to evacuate the area, deny entry, and allow the incident to run its course.

Thinking About My Situation…

Do your local SOPs/SOGs address issues such as establishing operational zones and perimeters (public protection)? If so, what specific issues are addressed that involve the efforts of first responders?

_____

_____

_____

Planning and Implementing Actions

The plan of action is a written document that consolidates all of the operational actions to be taken by various personnel in order to stabilize the incident. It is important for you to appreciate the purposes of the written plan. It helps pinpoint the exact actions planned.

Standard operating procedures/ standard operating guidelines (SOPs/ SOGs) are linked to the plan of action. They spell out the functions, roles, and responsibilities of personnel on the incident scene. They should be agreed upon long before the incident, and the staff must be trained in implementing them. The plan of action references SOPs/SOGs, it does not create them.

Another important planning step is to create a "site safety and health plan." If the incident involves hazardous materials, which most terrorist incidents will, Federal regulations (OSHA 1910.120) require that you to create one. A site safety and health plan is a series of checklists used to manage an incident and to assure the safety of all involved. Like SOPs/SOGs, the checklists are developed before the incident and are implemented during the incident.

The site safety and health plan identifies the health and safety hazards faced at the incident scene. It further identifies appropriate PPE, decontamination considerations, EMS concerns, and similar safety issues. When the incident involves chemical or biological hazards it assists in fulfilling employee right-to-know requirement.

The site safety and health plan helps to document the specific actions and safety procedures used. It will assist in documenting whether the chosen plan of action and the specific procedures are followed. In addition, the site safety and health plan tracks activities and performances and assures that personnel safely perform those tasks for which they received appropriate training. Someone trained only to the Awareness Level should not perform tasks specific to the Operations or Technician Levels, for example.

Included in the site safety and health plan are the location and the extent of zones, the nature of the hazards found on the scene, the types of personal protective equipment (PPE) worn by personnel, and the type(s) of decontamination procedures followed. Your local or State hazardous materials responders should have examples of existing site safety and health plans that can be adjusted to fit a terrorist scenario.

Thinking About My Situation…

To which level are you trained? _____

Have you ever operated beyond your level of training either of your own volition or because an officer told you to? [ ] Yes [ ] No

Apart from the legal implications, what are the safety implications?

_____

_____

_____

Evaluating

The goal of the evaluation process is to determine whether the plan of action is working as intended. Evaluation will help identify possible errors and allow the responders to correct them. You should monitor and evaluate all incident scenes, terrorist or not. If your plan is failing rapidly, you will need an alternate plan of action that can be implemented quickly and, depending on the available resources, used to solve the problem. It is foolish to stick with a plan that is not working.

Reviewing

The review process involves revisiting and confirming the GEDAPER process. Review occurs either when strategic goals are accomplished or when there is an extended response period and it is not wise to wait until the entire operation has concluded. If the entire process is managed effectively from the start, there should be no problems with the plan of action. Specifically, if the information gathered initially is thorough, comprehensive, and well managed, the estimate of course and harm should be accurate and the strategic goals and tactical objectives chosen also should be appropriate.

If problems are discovered with the plan, then the existing plan should be modified to reflect the appropriate changes, or a new plan should be developed to replace the flawed one. In summary, the plan tells what should be, the evaluation tells what is not, and the review makes the corrections. Ongoing evaluation assures that the plan is working or alerts you that the plan is failing.

Thinking About My Situation…

How often have you been involved in reviewing the incident action plans? _____

What were some of the benefits of this review process?

_____

_____

_____

Did it make a difference on the final outcome?

_____

_____

_____

SUMMARY

While you may not be faced with being the IC, it should be obvious that your role as a first responder is critical to the management of the incident. Remember that the actions you take and the decisions you make early in the incident will have a dramatic effect on the outcome of the event. One of the first concerns you should address is your safety.

Dependent upon the situation you find upon your arrival, coupled with prearrival information such as the incident location and situation as dispatched, you will need to make early decisions that will affect the incident. Always keep in mind the outward warning signs and detection clues mentioned in Module 2. Onscene considerations should be similar to your existing response guidelines dealing with hazardous materials. While it would be

easy to become overwhelmed, keep in mind the following key points:

- Your safety and that of your fellow personnel is paramount; otherwise you cannot possibly mitigate the incident.
- The initial steps of gaining control of the scene will greatly affect incident management. Simple procedures, such as staging apparatus uphill and upwind, performing isolation, and establishing perimeters, will help immensely. This may be all you can do prior to the arrival of additional resources, but do not minimize its importance.
- You need to be proactive, not reactive. In other words, try to stay a few steps ahead of the current situation to be better prepared for what may occur next.
- Remember also that you are only human and that you can do only a limited number of tasks simultaneously. Although you may be overwhelmed initially, eventually your actions should overcome the seemingly chaotic situation and the incident will be under control.
- Plan to be a part of the solution, not part of the problem.
- Do not hesitate to seek additional assistance.

What I Will Do As Followup To This Module…

Describe one or two practical, achievable steps you will take as a result of studying this module to help you to be better prepared to deal with one of the incidents described here.
Step One: Step Two:
How I will accomplish Step One
How I will accomplish Step Two

LEARNING CHECK

True or False : Circle either T or F.

1. T F As a first responder, your initial concern should be the safety of others, not yourself.

2. T F All emergency operations must be organized to be successful.

3. T F A system is a collection of unrelated, independent parts designed with no particular purpose.

4. T F Improper emergency scene management can result in loss of scene control, but not greater loss of life or injury.

5. T F Strategic goals are broad general statements of the desired outcome.

Multiple Choice : Circle your answer.

6. This plan documents specific actions and safety procedures used. Tracks activities and performances, and assures that personnel safely perform those tasks for which they received appropriate training.

   a. Plan of action.
   b. SOP/SOG.
   c. Site safety plan.
   d. Employers Emergency Response Plan.

7. During the review step in the GEDAPER process, you should

   a. determine the location and extent of zones, the nature of hazards found on the scene, and the types of PPE required.
   b. develop a site safety and operational plan.
   c. revisit and confirm the proceeding steps in the GEDAPER process.
   d. establish the cause and status of the incident.

8. When estimating course and harm during the GEDAPER process, you would

   a. assess damage.
   b. establish perimeters.
   c. determine life safety priorities.
   d. assess resources.

9. When gathering information during the GEDAPER process, you would

   a. develop SOPs.
   b. establish the number of casualties.
   c. develop SOGs.
   d. select appropriate tactical objectives and methods.

10. If an incident involves hazardous materials, which most terrorist incidents will, Federal regulations require you to create

    a. an evaluation tool.
    b. a site safety plan.
    c. a risk determination.
    d. none of the above.

Answers are provided at the end of this Guide on page 105.

Emergency Response to Terrorism: Self-Study

Module 5:

Notification and Coordination

Objectives

After completing this module, you will be able to:

- identify responsibilities stated in an emergency operations plan (EOP), and differentiate between the roles defined in a local and State EOP;
- identify functions included in a Federal Response Plan (FRP);
- differentiate between crisis management and consequence management presented in Presidential Decision Directive 39 (PDD-39); and
- identify correct procedures to be completed under the Robert T. Stafford Act.

ACTIVATING RESOURCES

The first responder at the local level plays a critical role in the communication link. It is vitally important that you are able to realize the need for additional resources, and make the appropriate notifications to your communication center. Your locality should have an emergency operations plan (EOP) in place to deal with incidents of such magnitude. In jurisdictions that use a functional planning approach, hazard-specific appendices can be developed to describe the unique provisions and procedures associated with performing response functions (e.g., direction and control; communications; alert, notification, and warning; emergency public information; evacuation and movement; mass care; health and medical; and resource management, among others) in a situation involving terrorism.

Occasionally, a natural or manmade disaster occurs which overwhelms resources and capabilities at the local level. When such a disaster occurs, it becomes the State's responsibility to provide assistance to the affected jurisdiction(s). If the State's resources and capabilities are not adequate to mitigate the incident, Federal assistance would be requested through the governor. The first step in explaining this process involves your understanding of local, county, State, and Federal planning.

What is an EOP?

An EOP is a document that:

- assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency, e.g., the fire department;
- sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated;
- describes how people and property will be protected in emergencies and disasters;
- identifies personnel, equipment, facilities, supplies, and other resources available—within the jurisdiction or by agreement with other jurisdictions—for use during response and recovery operations; and
- identifies steps to address mitigation concerns during response and recovery activities.

Local EOPs

In our country's system of emergency management, local government must act first to attend to the public's emergency needs. (Realistically, first responders act on behalf of the local government at incident scenes.) Depending on the nature and size of the emergency, State and Federal assistance may be provided to the local jurisdiction. The local EOP focuses on essential measures for protecting the public. These include warning, emergency public information, evacuation, and shelter. Included in your local EOP should be a mechanism for emergency responders

and managers to notify and activate State resources.

State EOPs

States play three roles: (1) they assist local jurisdictions whose capabilities are overwhelmed by an emergency; (2) they themselves respond first to certain emergencies; and (3) they work with the Federal government when Federal assistance is necessary. The State EOP is the framework within which local EOPs are created and through which the Federal government becomes involved. As such, the State EOP ensures that all levels of government are able to mobilize as a unified emergency organization to safeguard the well-being of the State's citizens.

Thinking About My Situation…

State whether you agree or disagree with the following statement, and why.

As a first responder trained to the awareness level, it is unlikely I would be involved in a major emergency operation requiring State resources. However, as a member of the local emergency management community, there still is some value in my being familiar with the State Emergency Operations Plan.

Linking Federal and State Response

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, authorizes the Federal government to respond to disasters and emergencies in order to help State and local governments save lives, and to protect public health, safety, and property. The Federal Response Plan (FRP) was developed to help expedite Federal support to disasters. Generally, the FRP is implemented when the State's resources are not sufficient to cope with a disaster, and the governor has requested Federal assistance.

The FRP details what the Federal government will do to provide emergency assistance to a State and its local governments affected by a large-scale disaster. It also describes an organizational structure for providing this assistance. It is built on the principle of functionality, in that 12 emergency support functions (ESFs) are arranged with a lead Federal agency to coordinate operations within each area. This is shown below.

ESF	Function	Lead Agency
1	Transportation	U.S. Department Of Transportation
2	Communications	National Communication System
3	Public works and engineering	U.S. Department of Defense, Army Corps of Engineers
4	Firefighting	U.S. Department of Agriculture, Forest Service
5	Information and planning	Federal Emergency Management Agency
6	Mass care	American Red Cross

ESF	Function	Lead Agency
7	Resource support	General Services Administration
8	Health and medical services	U.S. Department of Health and Human Services, Public Health Service
9	Urban search and rescue	Federal Emergency Management Agency
10	Hazardous materials	Environmental Protection Agency
11	Food	U.S. Department of Agriculture, Food and Nutrition Service
12	Energy	U.S. Department of Energy

Presidential Decision Directive 39 (PDD-39)

In June 1995, the White House issued Presidential Decision Directive 39 (PDD-39), *United States Policy on Counterterrorism.* PDD-39 directed a number of measures to reduce the Nation's vulnerability to terrorism, to deter and respond to terrorist acts, and to strengthen capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including weapons of mass destruction (WMD). PDD-39 discusses crisis management and consequence management.

Crisis management is the law-enforcement response, and focuses on the criminal aspects of the incident. Specific components of crisis management include activities to anticipate, prevent, and/or resolve a threat or incident; identify, locate, and apprehend the perpetrators; and investigate and gather evidence to support prosecution. Crisis management involves local, State, and Federal law-enforcement agencies, with the Federal Bureau of Investigation (FBI) having the lead role.

Consequence management is the response to the disaster, and focuses on alleviating damage, loss, hardship, or suffering. Specific components of consequence management include activities to protect public health and safety; restore essential government services; and provide emergency assistance to affected governments, businesses, and individuals. Consequence management includes Federal, State, and local volunteer and private agencies. The Federal Emergency Management Agency (FEMA) has the lead role in consequence management. The laws of the United States assign primary authority to the States to respond to the consequences of terrorism; the Federal government provides assistance as required.

Thinking About My Situation…

Contrast the roles you would play as a first responder in crisis management and consequence management. In which area do you think you would have a bigger role as a first responder?

_____

_____

_____

_____

Federal Response Plan: Terrorism Incident Annex

In the event that Federal assistance is needed at a terrorist incident, FEMA would use the newly developed Terrorism Incident Annex of the Federal Response Plan. This describes the Federal concept of operations to implement PDD-39 when necessary to respond to terrorist incidents within the U.S. Included in the Appendix are copies of PDD-39 and the FRP: Terrorism Incident Annex.

Chain of Events

If a terrorist incident that exceeded available resources and capabilities were to occur within your locality, your jurisdiction would notify your appropriate State emergency management agency. In the event that State resources and capabilities were exceeded, the governor would place the call to FEMA for Federal assistance. Under the Robert T. Stafford Act, once a Presidential Declaration of Disaster is made, the following actions would be taken, many concurrently, in response to a terrorist incident:

- FEMA would use its emergency authorities to notify the Federal agencies, activate the FRP, begin coordinating the delivery of Federal assistance, and establish liaison operations with the FBI.
- The FEMA Director would consult with the governor of the affected State to determine the scope and extent of the incident.
- An emergency response team, made up of representatives from each of the primary Federal agencies, would be assembled and deployed to the field to establish a Disaster Field Office and initiate operations.

SUMMARY

The first responder must understand what happens when an incident, natural or manmade, overwhelms local and State capabilities and becomes a Federal response. Your role in the notification process is the first link in the communications chain. As soon as possible after you suspect criminal activity or a potential act of terrorism, you should notify the appropriate authorities. For most of you, however, this does not extend beyond your dispatch or communications center. This will assist in activating available response resources, and increase the likelihood of success.

Given the likely increase in terrorism-related incidents in the U.S., your familiarity with local, State, and Federal plans will enable you and your agency to respond more effectively in the event that terrorism strikes in your jurisdiction.

What I Will Do As Followup To This Module…

Refer to your local and State EOPs. List resources identified in the plan that could help you in a B-NICE incident.

LEARNING CHECK

Multiple Choice : Circle your answer.

1. An EOP

   a. covers specific actions occurring at projected times and places during an emergency. It does not assign responsibilities to organizations and individuals for implementing these actions.
   b. designates responsibility for setting lines of authority and organizational relationships to any first responder assigned to an incident.
   c. describes alternative approaches for apprehending and convicting would-be terrorists.
   d. identifies personnel, equipment, facilities, supplies, and other resources available for use during response and recovery operations.

2. Crisis management includes activities to

   a. protect public health and safety.
   b. restore essential government services.
   c. provide emergency assistance to affected governments, businesses, and individuals.
   d. anticipate, prevent, and/or resolve a threat or incident.

3. Consequence management

   a. includes activities to identify, locate, and apprehend the perpetrators.
   b. includes Federal, state, and local volunteer and private agencies.
   c. involves local, state, and Federal law enforcement agencies.
   d. focuses on criminal aspects of the incident.

4. When a Presidential Declaration of Disaster is announced, which of the following occurs?

   a. FEMA suspends FRP activities.
   b. An emergency response team is deployed to establish a Disaster Field Office and initiate operations.
   c. The President confers directly with first responders to determine the scope and extent of the incident.
   d. FEMA assumes command of the incident scene.

5. The _____ authorizes the Federal Government to respond to disasters and emergencies in order to provide State and local governments with assistance.

   a. Federal Response Plan
   b. Robert T. Stafford Act
   c. State EOP
   d. SARA Title III

True or False : Circle either T or F.

6. T F The first responder plays a critical role in the communications link.

7. T F In our country's system of emergency management, local government (first responders) must act first to attend to the public's emergency needs.

8. T F According to PDD-39, FEMA is given the lead role in crisis management.

9. T F As soon as you suspect criminal activity as a potential act of terrorism, you should notify the appropriate authorities.

10. T F A first responder does not need to be familiar with local emergency operations plans.

Answers are provided at the end of this Guide on page 105.

GLOSSARY

Acute Exposure	An exposure, often intense, over a relatively short period of time.
Alpha Radiation	The least penetrating type of nuclear radiation; not considered dangerous unless alpha-contaminated particles enter the body.
Asphyxiation	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. Asphyxiants interfere with oxygen flow during normal breathing. There are two types of asphyxiants: simple and chemical.
B-NICE	The acronym for identifying the five categories of terrorist incidents: Biological, Nuclear, Incendiary, Chemical, and Explosives.
Bacteria	Single-celled organisms that multiply by cell division and can cause disease in humans, plants, or animals. Examples include anthrax, cholera, plague, tularemia, and Q fever.
Beta Radiation	A type of nuclear radiation that is more penetrating than alpha radiation and can damage skin tissue and harm internal organs.
Biological Agent	Living organisms, or the materials 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, plague, and botulism. There are three different types of biological agents: bacteria, viruses, and toxins.
Biological Incident	An event in which a biological agent is used as a terrorist weapon.
Blister Agent	A chemical agent, also called a vesicant, which causes severe blistering and burns to eyes, skin, and tissues of the respiratory tract. Exposure is through liquid or vapor contact. Also referred to as mustard agents; examples include mustard and lewisite.
Blood Agent	A chemical agent that interferes with the ability of blood to transport oxygen and causes asphyxiation. These substances injure a person by interfering with cell respiration (the exchange of oxygen and carbon dioxide between blood and tissues). Common examples are hydrogen cyanide and cyanogen chloride.

Chemical Agent	There are five classes of chemical agents, all of which produce incapacitation, serious injury, or death: (1) nerve agents, (2) blister agents, (3) blood agents, (4) choking agents, and (5) irritating agents. A chemical substance used in military operations is intended to kill, seriously injure, or incapacitate people through its physiological effects.
Chemical Harm	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. There are two broad types of chemical agents that can cause harm: toxic and corrosive materials.
Chemical Incident	An event in which a chemical agent is used as a terrorist weapon.
Chemical Asphyxiant	Referred to as blood poisons, these are compounds that interrupt the flow of oxygen in the blood or the tissues in three ways: (1) They react more readily than oxygen with the blood. Carbon monoxide is the best-known example. (2) They liberate the hemoglobin from red blood cells, resulting in a lack of transport for oxygen. Hydrazine is one such asphyxiant. (3) They cause a malfunction in the oxygen-carrying ability of the red blood cells. Benzene and toluene are two of these.
Choking Agent	A chemical agent that causes physical injury to the lungs. In extreme cases, membranes swell and lungs become filled with liquid, which can result in asphyxiation resembling drowning. Death results from lack of oxygen; hence, the victim is "choked." Common examples are chlorine and phosgene.
Chronic	An exposure, often mild, over a long period of time.
Consequence Management	As described in PDD-39, consequence management is the response to the disaster, and focuses on alleviating damage, loss, hardship, or suffering. The Federal Emergency Management Agency (FEMA) has the lead in consequence management.
Corrosive Materials	One type of chemical agent that can cause chemical harm at an incident scene. They are liquids or solids causing visible destruction or irreversible alterations in human skin tissue at the site of contact.
Crisis Management	As described in PDD-39, crisis management is the law enforcement response, and focuses on the criminal aspects of the incident. The Federal Bureau of Investigation (FBI) has the lead in crisis management.
Distance	One of the three components of the time, distance, and shielding (TDS) response; refers to the recommendation that one maintain distance from a hazard if at all possible. Refer to the *North American Emergency Response Guide* (NAERG) as an appropriate resource.

Emergency Operations Plan (EOP)	An EOP is a document that (1) assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency; (2) sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated; (3) describes how people and property will be protected in emergencies and disasters; (4) identifies personnel, equipment, facilities, supplies, and other recourses available for use during response and recovery operations; and (5) identifies steps to address mitigation concerns during response and recovery activities.
Emergency Support Functions (ESF)	The Federal Response Plan (FRP) details 12 ESFs in place to coordinate operations during Federal involvement in an incident: transportation, communications, public works and engineering, firefighting, information and planning, mass care, resource support, health and medical services, urban search and rescue, hazardous materials, food, and energy.
Etiological Harm	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. Involves exposure to a living microorganism, or its toxins, which causes, or may cause, human disease. Biological agents are the most obvious examples of etiological agents.
Explosive	As defined by the U.S. Department of Transportation, "a substance fitting into one of these two categories: (1) any substance or article, including a device, designed to function by explosion; or (2) any substance or article, including a device, which, by chemical reaction within itself, can function in a similar manner even if not designed to function by explosion.
Explosive Incident	An event in which an explosives device is used as a terrorist weapon.
Federal Response Plan (FRP)	Developed to help expedite Federal support to disasters. Generally, the FRP is activated when the State's resources are not sufficient to cope with a disaster, and the governor has requested Federal assistance.
GEDAPER	An acronym used to describe an incident analysis process. The steps include (1) Gathering information, (2) Estimating course and harm, (3) Determining strategic goals, (4) Assessing tactical options and resources, (5) Planning and implementing actions, (6) Evaluating, and (7) Reviewing.
Gamma Radiation	Gamma rays are high-energy, ionizing radiation that travel at the speed of light and have great penetrating power. They can cause skin burns, severely injure internal organs, and have long-term, physiological effects.

Incendiary Device	Any mechanical, electrical, or chemical device used intentionally to initiate combustion and start a fire.
Incendiary Incident	An event in which an incendiary device is used as a terrorist weapon.
Irritating Agent	A chemical agent, also known as riot control agents or tear gas, which causes respiratory distress and tearing designed to incapacitate. Common examples include chloropicrin, MACE, tear gas, pepper spray, and dibenzoxazepine.
Local EOP	The local EOP focuses on essential measures for protecting the public, to include warning, emergency public information, evacuation, and shelter. To be included in a local EOP should be a mechanism for emergency responders and managers to notify and activate State resources.
Mechanical Harm	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. Causes trauma from contact with mechanical or physical hazards. One form of mechanical injury can result from an explosive device. Other types include routine slip, trip, and fall hazards.
NAERG	The *North American Emergency Response Guidebook*.
Nerve Agent	A substance that interferes with the central nervous system. Exposure is primarily through contact with the liquid (skin and eyes) and secondarily through inhalation of the vapor. Three distinct symptoms associated with nerve agents are pinpoint pupils, an extreme headache, and severe tightness in the chest. Examples of nerve agents are sarin, Soman, tabun, and VX agent.
Nuclear Incident	An event in which a nuclear agent is used as a terrorist weapon. There are two fundamentally different threats in the area of nuclear terrorism: (1) the use, or threatened use, of a nuclear bomb; and (2) the detonation of a conventional explosive incorporating nuclear materials.
PPE	Personal protective equipment.
Plan of Action	A written document that consolidates all of the operational actions to be taken by various personnel in order to stabilize the incident.
Presidential Decision Directive 39 (PDD-39)	Issued in June 1995, PDD-39, *United States Policy on Counterterrorism*, directed a number of measures to reduce the Nation's vulnerability to terrorism, to deter and respond to terrorist acts, and to strengthen capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical weapons. Please see Appendix B for a copy of this document.

Radiological Dispersal Devices (RDD)	A conventional explosive incorporating nuclear materials.
Radiation	In this self-study program, refers to nuclear radiation, not radiation as a type of heat transfer. There are three types of nuclear radiation: (1) alpha, (2) beta, and (3) gamma. Radiation is the cause of one of the six types of harm (see TRACEM) that can be encountered at a terrorist incident.
Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288	Authorizes the Federal government to respond to disasters and emergencies in order to help State and local governments save lives, and to protect public health, safety, and property.
Shielding	One of the three components of TDS; refers to maintaining significant physical barriers between you and the hazard. Examples include vehicles, buildings, walls, and PPE.
Simple Asphyxiant	Generally, an inert gas that displaces the oxygen necessary for breathing, and dilutes the oxygen concentration below the level that is useful for the human body.
Sizeup	The rapid mental evaluation of the factors that influence an incident. Sizeup is the first step in determining a course of action.
Stafford Act	See Robert T. Stafford Disaster Relief and Emergency Assistance Act.
State EOP	The State EOP is the framework within which local EOPs are created and through which the Federal government becomes involved. The States play three roles: (1) they assist local jurisdictions whose capabilities are overwhelmed by an emergency; (2) they themselves respond first to certain emergencies; and (3) they work with the Federal government when Federal assistance is necessary.
Strategic Goals	Strategic goals are broad, general statements of intent.
TRACEM	The acronym used to identify the six types of harm one may encounter at a terrorist incident: Thermal, Radioactive, Asphyxiation, Chemical, Etiological, and Mechanical.
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.

Terrorism Incident Annex	The annex to the FRP that describes the Federal concept of operations to implement PDD-39 when necessary to respond to terrorist incidents within the U.S. Please see Appendix A for a copy of the annex.
Thermal Harm	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. Thermal harm is the result of exposure to the extremes of heat and cold.
Time	One of the three components of TDS; refers to the amount of time a responder should be exposed to an incident. It is recommended that one spend the shortest amount of time possible in the hazard area.
Time, Distance, and Shielding (TDS)	Three types of protective measures commonly associated with hazardous materials training.
Toxic Materials	A type of chemical that can cause chemical harm at an incident scene. They produce harmful effects depending on the concentration of the materials and the length of exposure to them. An individual can have chronic or acute exposures to toxic materials.
Toxins	Toxic substances of natural origin produced by an animal, plant, or microbe. They differ from chemical substances in that they are not manmade. Toxins may include botulism, ricin, and mycotoxins.
Vesicants	Chemical agents, also called blister agents, which cause severe burns to eyes, skin, and tissues of the respiratory tract. Also referred to as mustard agents, examples include mustard and lewisite.
Virus	The simplest type of microorganisms, 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.

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APPENDIX A
TERRORISM INCIDENT ANNEX TO THE FEDERAL RESPONSE PLAN

Federal Emergency Management Agency

Federal Response Plan

Notice of Change

Date:	Number:	Subject:
February 7, 1997	FEMA 229, Chg 11	Terrorism

1. Purpose. This notice of change adds a Terrorism Incident Annex to the Federal Response Plan (FRP), which will be used to implement Presidential Decision Directive 39 (PDD-39).

2. Background. PDD-39 defines policies regarding the Federal response to threats or acts of terrorism involving nuclear, biological, and/or chemical material, and/or weapons of mass destruction (NBC/WMD). PDD-39 directs the undersigned departments and agencies to perform specific responsibilities that may affect the performance of their responsibilities under the FRP.

3. Supersession. None.

4. Action Required. Insert pages TI-1 through TI-22 after page CR-22.

5. Distribution. All Federal departments and agencies with FRP responsibilities.

6. **Additional Copies.** Maybe obtained by contacting FEMA Printing and Publications at (202) 646-3484.

Robert M. Walker
Assistant Secretary of the Army
(Installations, Logistics, and Environment)
Department of Defense

Joan Rohlfing
Director
Office of Non-Proliferation and National Security
Department of Energy

Philip R. Lee, M.D.
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National Security Division
Federal Bureau of Investigation

Lacy E. Suiter
Executive Associate Director
Response and Recovery Directorate
Federal Emergency Management Agency

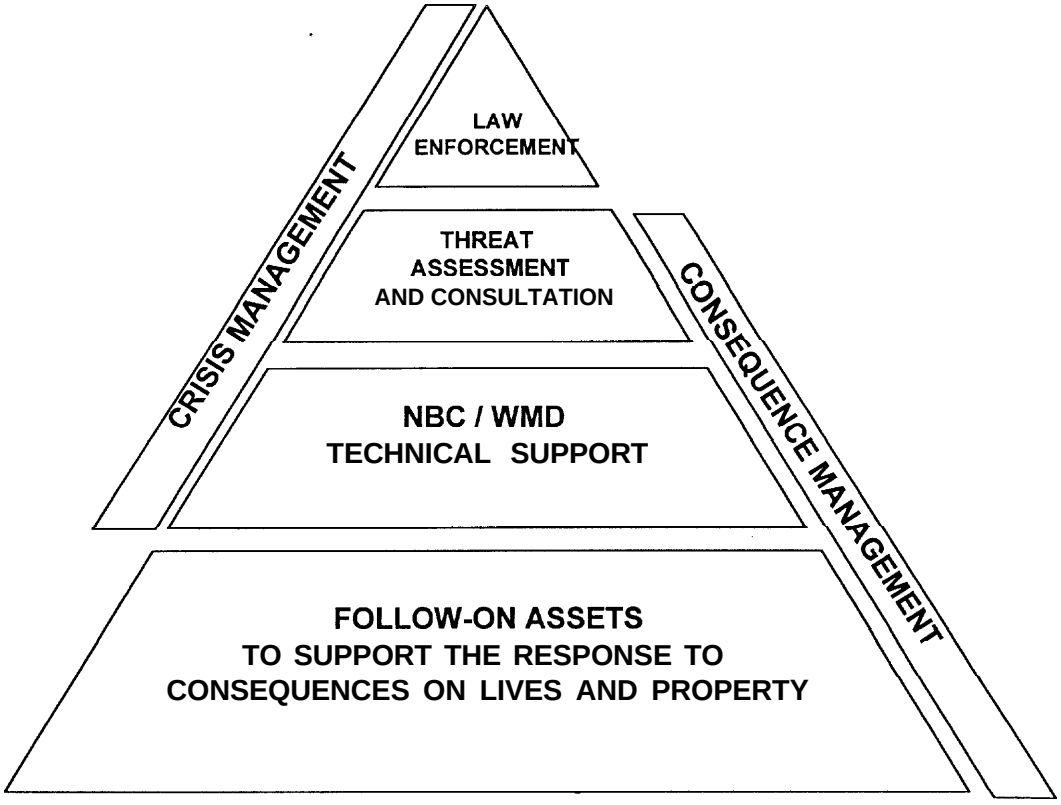
TERRORISM INCIDENT ANNEX TO THE FEDERAL RESPONSE PLAN

I. INTRODUCTION

In June 1995, the White House issued Presidential Decision Directive 39 (PDD-39), *"United States Policy on Counterterrorism."* *PDD-39* directed a number of measures to reduce the Nation's vulnerability to terrorism, to deter and respond to terrorist acts, and to strengthen capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons including weapons of mass destruction (WMD). PDD-39 discusses crisis management and consequence management.

Crisis management includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The laws of the United States assign primary authority to the Federal Government to prevent and respond to acts of terrorism; State and local governments provide assistance as required. Crisis management is predominantly a law enforcement response. Based on the situation, a Federal crisis management response may be supported by technical operations, and by Federal consequence management, which may operate concurrently (see **Figure 1).**

Consequence management 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. The laws of the United States assign primary authority to the States to respond to the consequences of terrorism; the Federal Government provides assistance as required.



source: DHHS-PHS / FEMA

Figure l -Relationship between Crisis and Consequence Management

A. Purpose

The purpose of this Terrorism Incident Annex, hereafter referred to as the Annex, is to describe the Federal concept of operations to implement PDD-39, when necessary, to respond to terrorist incidents within the United States. The Annex:

1. Describes crisis management. Guidance is provided in other Federal plans.

2. Defines the policies and structures to coordinate crisis management with consequence management.

3. Defines consequence management, which uses Federal Response Plan (FRP) structures, supplemented as necessary by structures that are normally activated through other Federal plans.

B. Scope

1. The Annex applies to all threats or acts of terrorism within the United States that the White House determines require a Federal response.

2. The Annex applies to all Federal departments and agencies that maybe directed to respond to a threat or act of terrorism within the United States.

3. The Annex builds upon FRP concepts and procedures by addressing *unique* policies, assumptions, structures, responsibilities, and actions that will be applied for consequence management as necessary.

II. POLICIES

A. Lead Agency Responsibilities. PDD-39 validates and reaffirms existing Federal Lead Agency responsibilities for counterterrorism, which are assigned to the Department of Justice, as delegated to the Federal Bureau of Investigation (FBI), for threats or acts of terrorism within the United States. It is FBI policy that crisis management will involve only those Federal agencies requested by the FBI to provide expert guidance and/or assistance, as described in the PDD-39 Domestic Guidelines (classified) and FBI Incident Contingency Plans (classified).

B. Consequence Management. PDD-39 states that the Federal Emergency Management Agency (FEMA) shall ensure that the FRP is adequate to respond to the consequences of terrorism. FEMA, with the support of all agencies in the FRP, shall act in support of the FBI in Washington, DC, and on the scene of the crisis, until such time as the Attorney General shall transfer the Lead Agency role to FEMA (see **Figure 2).** FEMA retains responsibility for consequence management throughout the Federal response, and acts in support of the FBI as appropriate, until the Attorney General, in consultation with the FBI Director and the FEMA Director, determines that such support is no longer required. It is FEMA policy to use FRP structures to coordinate all Federal assistance to State and local governments for consequence management.

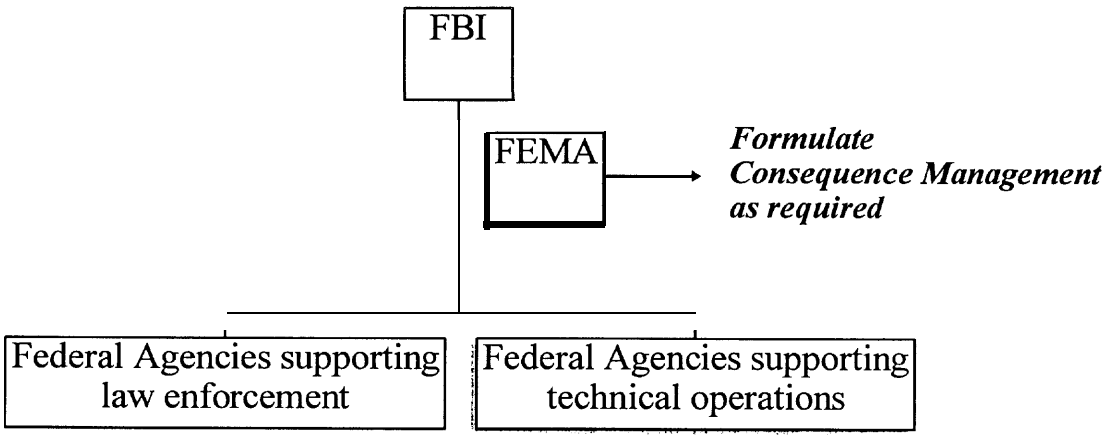


Figure 2- Relationship Among Federal Agencies Under PDD-39

C. Costs. PDD-39 states that Federal agencies directed to participate in the resolution of terrorist incidents or conduct of counterterrorist operations shall bear the costs of their own participation, unless otherwise directed by the President.

III. SITUATION

A. Conditions

1. A general concern or actual threat of an act of terrorism occurring at or during a special event within the United States may cause the President to direct Federal agencies to implement precautionary measures which may include some of the consequence management actions described in this Annex. When directed, FEMA will coordinate with the FBI and the affected State to identify potential consequence management requirements and with Federal consequence management agencies to implement increased readiness operations.

2. A ***significant threat*** or act of terrorism may cause the FBI to respond and to implement a crisis management response as described in this Annex. FBI requests for assistance from other Federal agencies will be coordinated through the Attorney General and the President with coordination of NSC groups as warranted. During the course of a crisis management response, consequences may become imminent or occur that cause the President to direct FEMA to implement a consequence management response as described in this Annex.

3. The occurrence of an incident without warning that produces major consequences involving NBC/WMD may cause the President to direct FEMA to implement a consequence management response as described in this Amex.

B. Planning Assumptions

1. No single agency at the local, State, Federal or private level possesses the authority and the expertise to act unilaterally on many difficult issues that may arise in response to threats or acts of terrorism, particularly if NBC/WMD are involved.[1]

2. An act of terrorism, particularly an act directed against a large population center within the United States involving NBC/WMD, may produce major consequences that would overwhelm the capabilities of many local and State governments almost immediately. Major consequences involving NBC/WMD may overwhelm existing Federal capabilities as well.

3. Local, State, and Federal responders may define working perimeters -- that may overlap to some degree. Perimeters may be used to control access to the area, target public information messages, assign operational sectors among responding organizations, and assess potential effects on the population and the environment. Control of these perimeters maybe enforced by different authorities, which may impede the overall response if adequate coordination is not established.

4. If protective capabilities are not available, responders cannot be required to put their own lives at risk in order to enter a perimeter contaminated with NBC material. It is possible that the perimeter will be closed until the effects of the NBC material have degraded to levels that are safe for first responders.

5. This Annex maybe implemented in situations involving major consequences in a single State or multiple States. The FBI will establish coordination relationships among FBI Field Offices and with Federal agencies supporting crisis management, including FEMA, based on the locations involved.[2]

6. This Annex maybe implemented in situations that also involve consequences in neighboring nations.

IV. CONCEPT OF OPERATIONS

A. Crisis Management

(FBI, National Security Division, Domestic Terrorism/ Counterterrorism Planning Section)

PDD-39 reaffirms the FBI's Federal lead responsibility for crisis management response to threats or acts of terrorism that take place within United States territory or in international waters and do not involve the flag vessel of a foreign country. The FBI provides a graduated flexible response to a range of incidents, including:

- A credible threat, which maybe presented in verbal, written, intelligence-based or other form.
- An act of terrorism which exceeds the local FBI field division capability to resolve.
- The confirmed presence of an explosive device or WMD capable of causing a significant destructive event, prior to actual injury or property loss (e.g., a ***"significant threat").***
- The detonation of an explosive device, utilization of a WMD, or other destructive event, with or without warning, that results in limited injury or death (e.g., ***"limited consequences /State and local consequence management response").***
- The detonation of an explosive device, utilization of a WMD, or other destructive event, with or without warning, that results in substantial injury or death (e.g., ***"major consequences /Federal consequence management response ").***

In response to a credible threat involving NBC/WMD, the FBI initiates a threat assessment process that involves close coordination with Federal agencies with technical expertise, in order to determine the viability of the threat from a technical, as well as tactical and behavioral standpoint.

The FBI provides the initial notification to law enforcement authorities within the affected State of a threat or occurrence that the FBI confirms as an act of terrorism. If warranted, the FBI implements an FBI response and simultaneously advises the Attorney General, who notifies the President and NSC groups as warranted, that a Federal crisis management response is

required. If Federal crisis management response is authorized, the FBI activates multi-agency crisis management structures at FBI Headquarters, the responsible FBI Field Office, and at the incident site (see **Figure 3**). (*The FBI provides guidance on the crisis management response in the FBI Nuclear Incident Contingency Plan (classified) and the FBI Chemical/Biological Incident Contingency Plan (classified).*

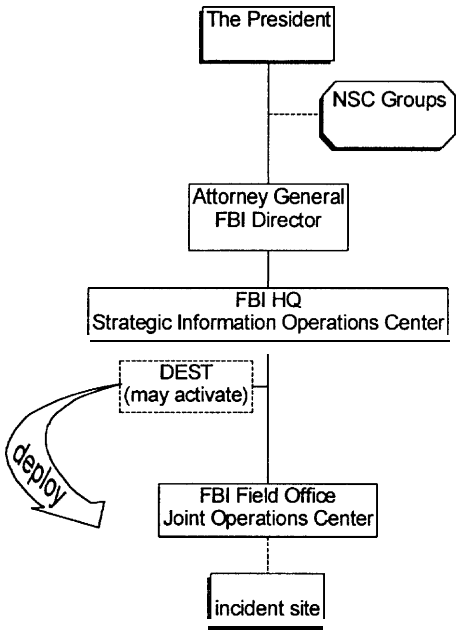


Figure 3- Multi-Agency Crisis Management Structures

If the threat involves NBC/WMD, the FBI Director may recommend to the Attorney General, who notifies the President and NSC groups as warranted, to deploy a Domestic Emergency Support Team (DEST). The mission of the DEST is to provide expert advice and assistance to the FBI On-Scene Commander (OSC) related to the capabilities of the DEST agencies and to coordinate follow-on response assets. When deployed, the DEST merges into the existing Joint Operations Center (JOC) structure. *(Authorization and coordination procedures and the interagency organizational structure for the DEST are outlined in the PDD-39 Domestic Guidelines (classified)).*

During crisis management, the FBI coordinates closely with local law enforcement authorities to provide a successful law enforcement resolution to the incident. The FBI also coordinates with other Federal authorities, including FEMA. The FBI Field Office responsible for the incident site modifies its Command Post to function as a JOC. The JOC

structure includes the following standard groups: Command, Operations, Support, and Consequence Management. Representation within the JOC includes some Federal, State, and local agencies with roles in consequence management. FEMA notifies Federal, State and local consequence management agencies selected by the FBI OSC to request that they deploy representatives to the JOC. Selected Federal, State and local consequence management agencies may be requested to serve in the JOC Command Group, the JOC Support Group/Media component, and the JOC Consequence Management Group (see **Figure 4**, shaded boxes).

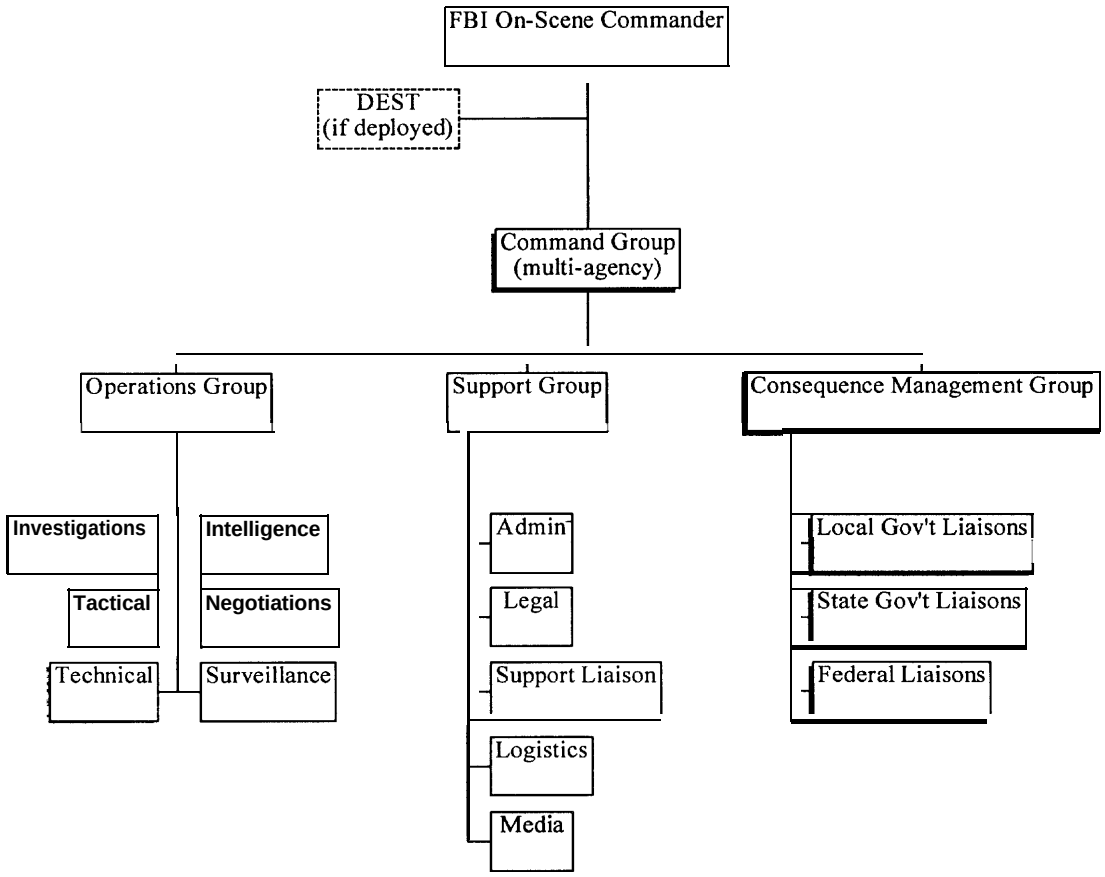


Figure 4- FBI Joint Operations Center Structure

A FEMA representative coordinates the actions of the JOC Consequence Management Group, expedites activation of a Federal consequence management response should it become necessary, and works with an FBI representative who serves as the liaison between the Consequence Management Group and the FBI OSC. The JOC Consequence Management Group . monitors the crisis management response in order to advise on decisions that may have “

implications for consequence management, and to provide continuity should a Federal consequence management response become necessary.

B. Consequence Management

1. Pre-Incident

The FBI may notify Federal agencies, including FEMA, of a ***significant threat*** of an act of terrorism. Federal agencies requested by the FBI, including FEMA, will deploy a representative(s) to the FBI Headquarters Strategic Information Operations Center (SIOC). Based on the circumstances, FEMA Headquarters and the responsible FEMA Region(s) may implement a standard procedure to alert involved FEMA officials and Federal agencies supporting consequence management. FEMA and other Federal agencies requested by the FBI OSC will deploy representatives to the JOC(s) being established by the responsible FBI Field Office(s).[3] Representatives may include a senior official to serve in the JOC Command Group, in order to assist the FBI OSC and to provide continuity in leadership should a Federal consequence management response be required.

Issues arising from the response that affect multiple agency authorities and areas of expertise will be discussed by the FBI OSC and the other members of the JOC Command Group, who are all working in consultation with other local, State and Federal representatives. While the FBI OSC retains authority to make Federal crisis management decisions at all times, operational decisions are made cooperatively to the greatest extent possible. The FBI OSC and the senior FEMA official will provide, or obtain from higher authority, an immediate resolution of conflicts in priorities for allocation of critical Federal resources (such as airlift or technical operations assets) between the crisis management and the consequence management response.

The JOC Command Group plays an important role in ensuring coordination of Federal crisis management and consequence management actions. Coordination will also be achieved through the exchange of operational reports on the incident. Because reports prepared by the FBI are "law enforcement sensitive," FEMA representatives with access to the reports will review them, according to standard procedure, in order to identify and forward information to Emergency Support Function (ESF) #5 that may affect operational priorities and action plans for consequence management.

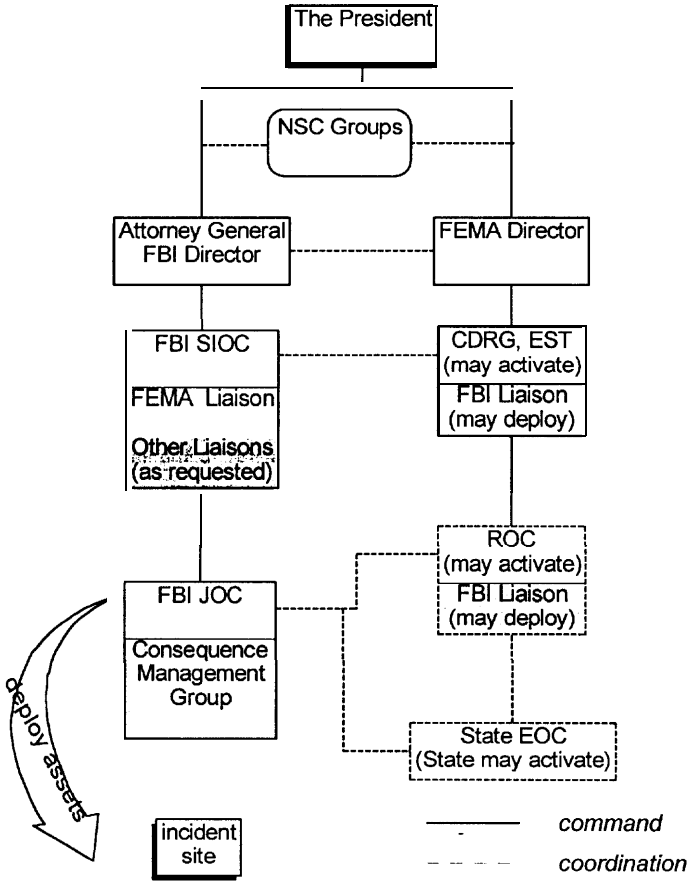


Figure 5- Pre-Incident Consequence Management

As a situation progresses, consequences may become imminent. FEMA will consult immediately with the White House and the Governor's office in order to determine if FEMA is directed to use authorities of the Robert T. Stafford Disaster Relief and Emergency Assistance (Stafford) Act to mission-assign Federal consequence management agencies to pre-deploy assets, in order to lessen or avert the threat of a catastrophe. These actions will involve appropriate notification' and coordination with the FBI, as the overall Federal Lead Agency for counterterrorism. FEMA Headquarters may activate an Emergency Support Team (EST), may convene an executive-level meeting of the Catastrophic Disaster Response Group (CDRG), and may place an Emergency Response Team - National (ERT-N) on alert.[4] When FEMA activates the EST, FEMA will notify FBI Headquarters to request a liaison. The responsible FEMA Region(s) may activate a Regional Operations Center (ROC) and deploy a representative(s) to the affected State(s) (see **Figure 5).** When the responsible FEMA Region(s) activate a ROC, the Region(s) will notify the responsible FBI Field Office(s) to request a liaison.

2. *Trans-Incident*

(Situations involving a transition from a threat to an act of terrorism).

If consequences become imminent or occur that cause the President to direct FEMA to implement a Federal consequence management response, then FEMA will initiate procedures to activate additional FRP structures (the EST, the CDRG, the ROC, and a Disaster Field Office (DFO) if necessary). Federal, State and local consequence management agencies will begin to disengage from the JOC (see **Figure 6).** The senior FEMA official and liaisons will remain at the JOC until the FBI and FEMA agree that a liaison presence is no longer required. FEMA will establish Joint Information Centers (JICs) in the field and Washington, DC, to serve as the primary Federal information centers on the consequence management response for the media, members of Congress, and foreign governments. FEMA JICS will establish coordination with the FBI Media component in the field and the FBI Headquarters National Press Office, which serve as the primary Federal information centers on the crisis management response.

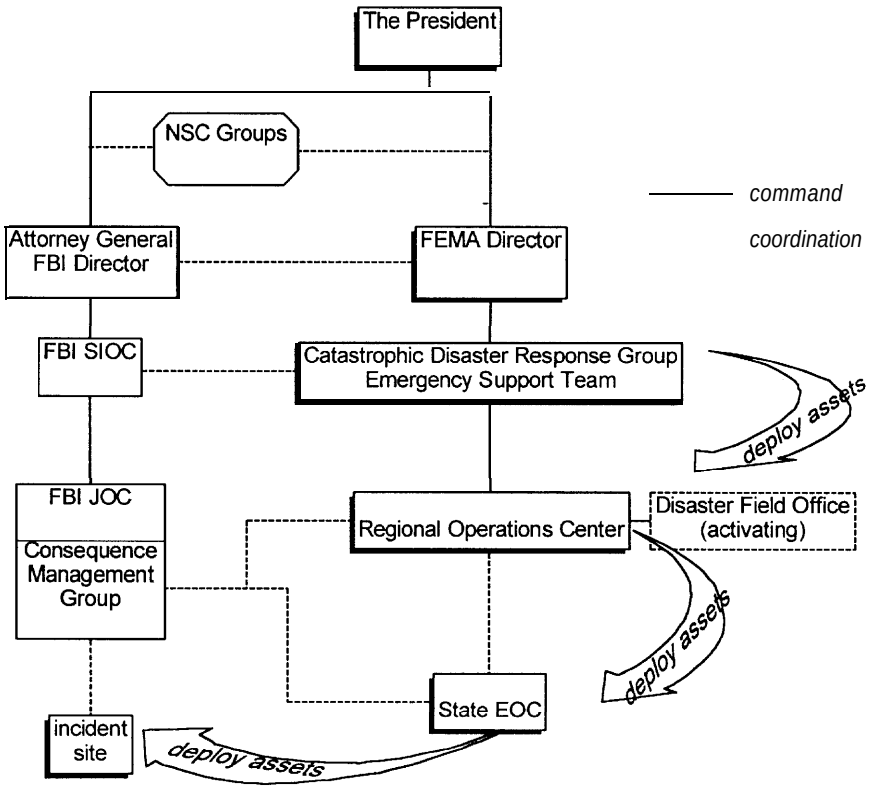


Figure 6- Trans-Incident Consequence Management

3. Post-Incident

(Situations without warning).

If an incident occurs without warning that produces major consequences and appears to be caused by an act of terrorism, then FEMA and the FBI will initiate consequence management and crisis management actions concurrently. FEMA will consult immediately with the White House and the Governor's office to determine if a Federal consequence management response is required. If the President directs FEMA to implement a Federal consequence management response, then FEMA will implement portions of this Annex and other FRP annexes as required. FEMA will support the FBI as required and will lead a concurrent Federal consequence management response.

During the consequence management response, the FBI provides a liaison to either the ROC Director or the Federal Coordinating Officer (FCO) in the field, and a liaison to the EST Director at FEMA Headquarters (see **Figure 7**). Issues arising from the response that affect multiple agency authorities and areas of expertise will be discussed by the ROC Director or FCO, in consultation with the FBI liaison, the on-scene decisionmakers of the Federal agencies supporting the technical operation, and the ESF Leaders, who are all working in consultation with local, State and other Federal representatives. While the ROC Director or FCO retains authority to make Federal consequence management decisions at all times, operational decisions are made cooperatively to the greatest extent possible. Meetings will continue to be scheduled until the FBI and FEMA agree that coordination is no longer required. Operational reports will continue to be exchanged, as described in the pre-incident phase. The FBI liaisons will remain at the EST and the ROC or DFO until FEMA and the FBI agree that a liaison presence is no longer required.

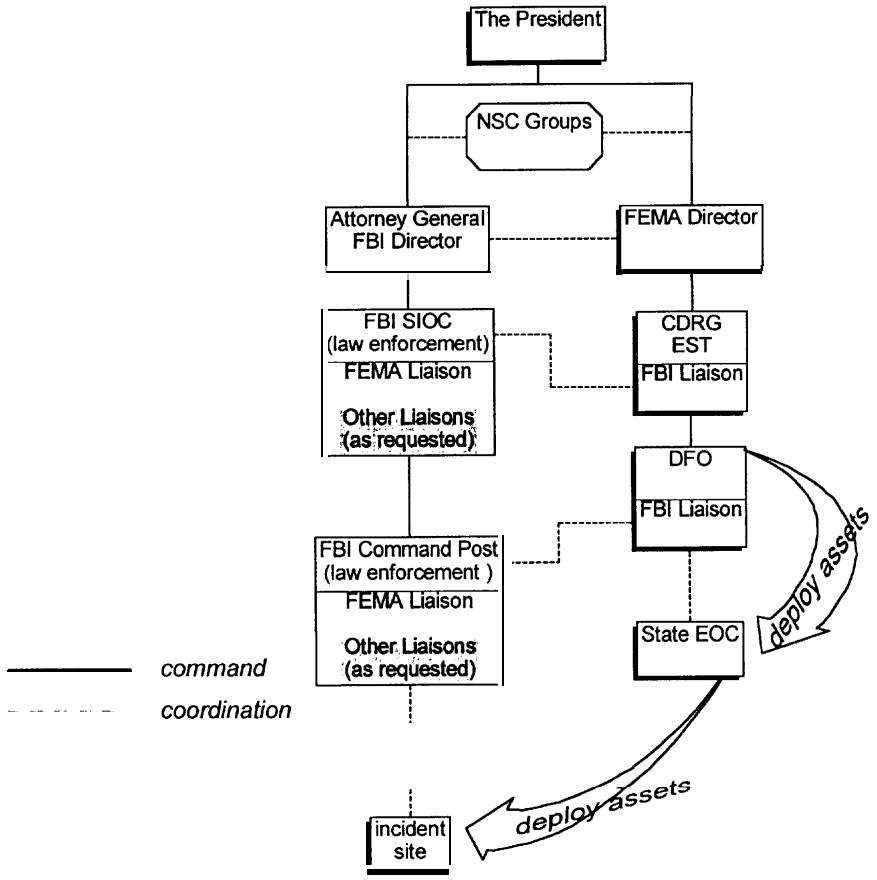


Figure 7- Post-Incident Consequence Management

4. *Disengagement*

If an act of terrorism does not occur, then the consequence management response disengages when the FEMA Director, in consultation with the FBI Director, directs FEMA Headquarters and the responsible Region(s) to issue a cancellation notification by standard procedure to appropriate FEMA officials and FRP agencies. FRP agencies disengage according to standard procedure.

If an act of terrorism occurs that results in major consequences, then each FRP structure (the EST, the CDRG, the ROC, and the DFO if necessary) disengages at the appropriate time according to standard procedures. Following FRP disengagement, operations by individual Federal agencies or by multiple Federal agencies under other Federal plans may

continue, in order to support the affected State and local governments with long-term hazard monitoring, environmental decontamination, and site restoration (clean-up).

V. RESPONSIBILITIES

A. FBI

PDD-39 clarifies and expands upon the responsibilities of the FBI as the Federal Lead Agency for crisis management. The FBI will:

- Appoint an FBI OSC to provide leadership and direction to the Federal crisis management response. The FBI OSC will convene meetings with decisionmakers representing FEMA, the Federal agencies involved in technical operations, and the State (as appropriate). These meetings will be held in order to formulate incident action plans, define priorities, review status, resolve conflicts, identify issues that require decisions from higher authorities, and evaluate the need for additional resources.

- Issue and track the status of crisis management actions assigned to Federal agencies. A common system should be used by the FBI and FEMA, in order to provide a capability to control, prioritize, and deconflict taskings to Federal agencies, several of which support crisis management and consequence management.

- Establish the primary Federal operations centers for crisis management in the field and Washington, DC.

- Establish the primary Federal centers for information on the crisis management response for the media, members of Congress, and foreign governments in the field and Washington, DC.

- Designate appropriate liaison and advisory personnel to support FEMA.

- Determine when a threat of an act of terrorism warrants consultation with the White House.

- Advise the White House, through the Attorney General, when the FBI requires assistance for a Federal crisis management response, in accordance with the PDD-39 Domestic Guidelines.

. Coordinate the Federal crisis management response with the lead State and local crisis management agencies.

B. FEMA

PDD-39 clarifies and expands upon the responsibilities of FEMA as the Federal Lead Agency for consequence management. FEMA will:

- Appoint a ROC Director or FCO to provide leadership and direction to the Federal consequence management response. The ROC Director or FCO will convene meetings with decisionmakers representing the FBI, the Federal agencies involved in technical operations, and the State (as appropriate). These meetings will be held in order to formulate incident action plans, define priorities, review status, resolve conflicts, identify issues that require decisions from higher authorities, and evaluate the need for additional resources.

- Issue and track the status of consequence management actions assigned to Federal agencies. A common system should be used by the FBI and FEMA, in order to provide a capability to control, prioritize, deconflict, and (*as appropriate)* audit and reimburse taskings to Federal agencies, several of which support crisis management and consequence management.

- Establish the primary Federal operations centers for consequence management in the field and Washington, DC.

- Establish the primary Federal centers for information on the consequence management response for the media, members of Congress, and foreign governments in the field and Washington, DC.

- Designate appropriate liaison and advisory personnel to support the FBI.

- Determine when consequences are imminent that warrant consultation with the White House and the Governor's office.

- Consult with the White House and the Governor's office to determine if a Federal consequence management response is required and if FEMA is directed to use Stafford Act authorities. This process will involve appropriate notification and coordination with the FBI.

. Coordinate the Federal consequence management response with the lead State and local consequence management agencies.

C. Federal Agencies Supporting Technical Operations

1. Department of Defense

As directed in PDD-39, the Department of Defense (DOD) will activate technical operations capabilities to support the Federal response to threats or acts of NBC/WMD terrorism. As required under the Constitution and laws of the United States, DOD will coordinate military operations within the United States with the appropriate civilian lead agency(ies) for the technical operations.

2. Department of Energy

As directed in PDD-39, the Department of Energy (DOE) will activate nuclear response capabilities to support the Federal response to threats or acts of nuclear/WMD terrorism. DOE may coordinate with individual agencies identified in the FRERP to use the structures, relationships, and capabilities described in the FRERP to support response operations. The FRERP does not require formal implementation. Under the FRERP:

. The Federal OSC under the FRERP will coordinate the FRERP response with the FEMA official (either the senior FEMA official at the JOC, the ROC Director or the FCO), who is responsible under PDD-39 for on-scene coordination of all Federal support to State and local governments (see **Figure 8).**

. The FRERP response may include onsite management, radiological monitoring and assessment, development of Federal protective action recommendations, and provision of information on the radiological response to the public, the White House and Members of Congress, and foreign governments. The Lead Federal Agency (LFA) of the FRERP will serve as the primary Federal source of information regarding onsite radiological conditions and offsite radiological effects.

• The LFA/FRERP will issue taskings that draw upon tiding from the responding FRERP agencies.

3. ***Department of Health and Human Services***

As directed in PDD-39, the Department of Health and Human Services (DHHS) will activate health and medical response capabilities to support the Federal response to threats or acts of NBC/WMD terrorism. DHHS may coordinate with individual agencies identified in the *DHHS Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological Terrorism,* to use the structures, relationships, and capabilities described in the DHHS plan to support response operations. If the DHHS plan is formally implemented:

- The DHHS on-scene representative will coordinate, through the ESF #8 Leader, the DHHS plan response with the FEMA official (either the senior FEMA official at the JOC, the ROC Director or the FCO), who is responsible under PDD-39 for on-scene coordination of all Federal support to State and local governments (see **Figure 8).**

. The DHHS plan response may include threat assessment, consultation, agent identification, epidemiological investigation, hazard detection and reduction, decontamination, public health support, medical support, and pharmaceutical support operations.

. DHHS will issue taskings that draw upon tiding from the responding DHHS plan agencies.

4. ***Environmental Protection Agency***

As directed in PDD-39, the Environmental Protection Agency (EPA) will activate environmental response capabilities to support the Federal response to acts of NBC/WMD terrorism. EPA may coordinate with individual agencies identified in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP) to use the structures, relationships, and capabilities of the National Response System as described in the NCP to support response operations. If the NCP is formally implemented:

. The On-Scene Coordinator under the NCP will coordinate, through the ESF #1 O Leader, the NCP response with the FEMA official (either the senior FEMA official at the JOC, the ROC Director or the FCO), who is responsible under PDD-39 for on-scene coordination of all Federal support to State and local governments (see **Figure 8).**

- The NCP response may include threat assessment, consultation, agent identification, hazard detection and reduction, environmental monitoring, decontamination, and long-term site restoration (environmental clean-up) operations.

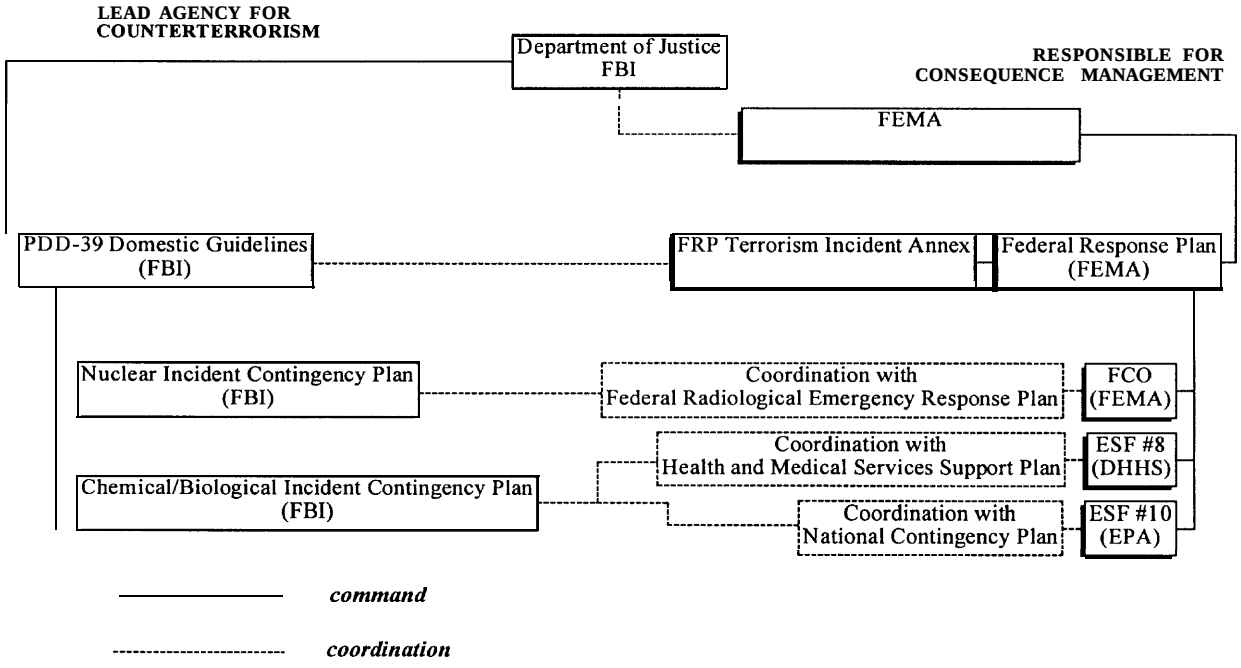


Figure 8- Relationships Among Federal Plans to Implement PDD-39

VI. FUNDING GUIDELINES

As stated in PDD-39, Federal agencies directed to participate in the resolution of terrorist incidents or conduct of counterterrorist operations bear the costs of their own participation, unless otherwise directed by the President. This does not preclude Federal agencies from reallocating funds from current agency operating budgets, accepting reimbursable work orders offered by other Federal agencies, and/or submitting requests for supplemental appropriation to the Office of Management and Budget for consideration, .

If the President directs FEMA to use Stafford Act authorities, FEMA will issue mission assignments through the FRP to support consequence management. FEMA provides the following finding guidance to the FRP agencies:

A. Special Events and the Stafford Act

Commitments by individual agencies to take precautionary measures in anticipation of special events will not be reimbursed under the Stafford Act, unless mission-assigned by FEMA to support consequence management.

B. Crisis Management /Law Enforcement and the Stafford Act

Stafford Act authorities do not pertain to law enforcement functions. Law enforcement or crisis management actions will not be mission-assigned for reimbursement under the Stafford Act.[5]

VII. REFERENCES (not otherwise referenced in the FRP)

A. Presidential Decision Directive 39 (classified). An unclassified extract maybe obtained from FEMA.

B. FBI Chemical/Biological Incident Contingency Plan (classified). An unclassified version may be obtained from the FBI.

C. FBI Nuclear Incident Contingency Plan (classified). An unclassified version may be obtained from the FBI.

D. PDD-39 Domestic Guidelines (classified).

E. DHHS Health and Medical Services Support Plan for the Federal Response to Acts of Chemical/Biological Terrorism.

VIII. PRIMARY POINT OF CONTACT

Inquiries concerning this Annex should be addressed to the Federal Emergency Management Agency, Response and Recovery Directorate, Operations and Planning Division, Planning and Coordination Branch. [6, 7]

FOLLOW-ON PLANNING REQUIREMENTS

[1] FEMA will incorporate language into the FRP Basic Plan concerning the incident command system (ICS) and command structures.

[2] FEMA will incorporate language into an FRP procedure and FEMA internal procedures for backup operations concerning support to multiple terrorism operations within a single State or in multiple States.

[3] FEMA Headquarters will develop planning guidance for the FEMA Regions to incorporate language into the Regional Response Plans to explain that the senior FEMA official at the JOC has the authority to expedite activation of a Federal consequence management response. Following a Stafford Act declaration, Federal consequence management operations will transition from the JOC Consequence Management Group, supported by the ROC, to a DFO.

[4] FEMA will incorporate language into the FRP Basic Plan concerning the Emergency Response Team - National.

[5] FEMA will review and update language concerning Stafford Act declarations and mission assignments in the FRP Basic Plan, as follows:

FEMA can use limited pre-deployment authorities in advance of a Stafford Act declaration to *"lessen or avert the threat of a catastrophe"*, only if the President expresses intent to go forward with a declaration (Section 201). This authority is further interpreted by Congressional intent, to the effect that the President must determine that assistance under existing Federal programs is inadequate to meet the crisis before FEMA may directly intervene under the Stafford Act.

The Stafford Act authorizes the President to issue *"emergency"* and *"major disaster"* declarations (Section **501).** Emergency declarations may be issued in response to a Governor's request, or in response to those rare emergencies, including some acts of terrorism, for which the Federal Government is assigned in the laws of the United States the exclusive or preeminent responsibility and authority to respond. Major disaster declarations may be issued in response to a Governor's request for any natural catastrophe or, regardless of cause, any fire, flood or explosion which has caused damage of sufficient severity and magnitude, as determined by the President, to warrant major disaster assistance under the Act.

If a Stafford Act declaration is provided, finding for consequence management may continue to be allocated from responding department and agency operating budgets, the Disaster Relief Fund, and supplemental appropriations.

Mission assignments are reimbursable work orders issued by FEMA to Federal agencies directing completion of a specific task. While the Stafford Act states that *"Federal agencies may* (emphasis added) *be reimbursed for expenditures under the Act"* from the Disaster Relief Fund (Section 304), it is FEMA policy to reimburse Federal agencies for work performed under mission assignments. Mission assignments issued to support consequence management will follow FEMA's *"Standard Operating Procedures for the Management of Mission Assignments (May 1994)"* or applicable superseding documentation.

[6] FEMA will update FRP Appendix A. The following acronyms and abbreviations used in the Annex will be incorporated:

DEST	Domestic Emergency Support Team
FBI OSC	FBI On-Scene Commander
JOC	Joint Operations Center
NBC	Nuclear, Biological, and Chemical
NSC	National Security Council
PDD-39	Presidential Decision Directive 39
SIOC	Strategic Information Operations Center
WMD	Weapons of Mass Destruction

[7] FEMA will incorporate these terms and definitions into the FRP Appendix B:

1. **Biological agents are** microorganisms or toxins from living organisms that have infectious or non-infectious properties which produce lethal or serious effects in plants and animals. (FBI)

2. Chemical agents are solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals. (FBI)

3. Limited consequences are within State and local capabilities.

4. Major consequences exceed State and local capabilities, requiring a Federal response.

FEDERAL RESPONSE PLAN

5. Nuclear weapons release nuclear energy in an explosive manner as the result of nuclear chain reactions involving fission and/or fusion of atomic nuclei. (DOE)

6. **Significant threat**. *The confirmed presence of an explosive device or WMD capable of causing a significant destructive event, prior to actual injury or property loss*. (FBI)

7. **Technical operations** include operations to identify, assess, dismantle, transfer, dispose, and decontaminate personnel and property exposed to explosive ordnance or NBC/WMD material.

8. **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 or social objectives*. (FBI)

9. **Weapon of Mass Destruction**. *(A) Any destructive device as defined in section 921 of this title,* (which reads) *any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one quarter ounce, mine or device similar to the above; (B) poison gas; (C) any weapon involving a disease organism; or (D) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life*. (18 U.S.C., Section 2332a)

APPENDIX B
PRESIDENTIAL DECISION DIRECTIVE 39 (UNCLASSIFIED)

The following is a copy of an unclassified* abstrct derived from Presidential Decision Directive 39 (PDD-39), United States *Policy on Counterterrorism*, dated June 21, 1995. This abstract has been reviewed and approved by the National Secutreity Council (NSC) for distribution to Federal, State, and local emergency response and consequence management personnel to assist them in responding to terrorist emergencies.

*The full text of PDD-39 is a CLASSIFIED document. State and local officals, however, should understand that PDD-39 essentially gives the responsibility of response to terrorist attacks to the FBI for "crisis management" and FEMA for "consequence managmenent." State and local agencies and assets will be expected to support the Federal efforts.

UNITED STATES POLICY ON COUNTERTERRORISM

1. General. Terrorism is both a threat to our national security as well as a criminal act. The Administration has stated that it is the policy of the United States to use all appropriate means to deter, defeat and respond to all terrorist attacks on our territory and resources, both people and facilities, wherever they occur. In support of these efforts, the United States will:

- Employ efforts to deter, preempt, apprehend and prosecute terrorists.
- Work closely with other governments to carry out our counterterrorism policy and combat terrorist threats against them.
- Identify sponsors of terrorists, isolate them, and ensure they pay for their actions.
- Make no concessions to terrorists.

2. Measures to Combat Terrorism. To ensure that the United States is prepared to combat terrorism in all its forms, a number of measures have been directed. These include reducing vulnerabilities to terrorism, deterring and responding to terrorist acts, and having capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including those of mass destruction.

a. Reduce Vulnerabilities. In order to reduce our vulnerabilities to terrorism, both at home and abroad, all department/agency heads have been directed to ensure that their personnel and facilities are fully protected against terrorism. Specific efforts that will be conducted to ensure our security against terrorist acts include the following:

- Review the vulnerability of government facilities and critical national infrastructure.
- Expand the program of counterterrorism.
- Reduce vulnerabilities affecting civilian personnel/facilities abroad and military personnel/facilities.
- Reduce vulnerabilities affecting U.S. airports, aircraft/passengers and shipping, and provide appropriate security measures for other modes of transportation.
- Exclude/deport persons who pose a terrorist threat.
- Prevent unlawful traffic in firearms and explosives, and protect the President and other officials against terrorist attack.
- Reduce U.S. vulnerabilities to international terrorism through intelligence collection/analysis, counterintelligence and covert action.

b. Deter. To deter terrorism, it is necessary to provide a clear public position that our policies will not be affected by terrorist acts and we will vigorously deal with terrorist/sponsors to reduce terrorist capabilities and support. In this regard, we must make it clear that we will not allow terrorism to succeed and that the pursuit, arrest, and prosecution of terrorists is of the highest priority. Our goals include the disruption of terrorist-sponsored activity including termination of financial support, arrest and punishment of terrorists as criminals, application of U.S. laws and new legislation to prevent terrorist groups from operating in the United States, and application of extraterritorial statutes to counter acts of terrorism and apprehend terrorists outside of the United States. Return of terrorists overseas, who are wanted for violation of U.S. law, is of the highest priority and a central issue in bilateral relations with any state that harbors or assists them.

c. Respond. To respond to terrorism, we must have a rapid and decisive capability to protect Americans, defeat or arrest terrorists, respond against terrorist sponsors, and provide relief to the victims of terrorists. The goal during the immediate response phase of an incident is to terminate terrorist attacks so that the terrorists do not accomplish their objectives or maintain their freedom, while seeking to minimize damage and loss of life and provide emergency assistance. After an incident has occurred, a rapidly deployable interagency Emergency Support Team (EST) will provide required capabilities on scene: a Foreign Emergency Support Team (FEST) for foreign incidents and a Domestic Emergency Support Team (DEST) for domestic incidents. DEST membership will be limited to those agencies required to respond to the specific incident. Both teams will include elements for specific types of incidents such as nuclear, biological or chemical threats.

The Director, FEMA, will ensure that the Federal Response Plan is adequate for consequence management activities in response to terrorist attacks against large U.S. populations, including those where weapons of mass destruction are involved. FEMA will also ensure that State response plans and capabilities are adequate and tested. FEMA, supported by all Federal Response Plan signatories, will assume the Lead Agency role for consequence management in Washington, DC, and on scene. If large scale casualties and infrastructure damage occur, the President may appoint a Personal Representative for consequence management as the on scene Federal authority during recovery. A roster of senior and former government officials willing to perform these functions will be created and the rostered individuals will be provided training and information necessary to allow them to be called upon on short notice.

Agencies will bear the costs of their participation in terrorist incidents and counterterrorist operations, unless otherwise directed.

d. NBC Consequence Management. The development of effective capabilities for preventing and managing the consequences of terrorist use of nuclear, biological or chemical (NBC) materials or weapons is of the highest priority. Terrorist acquisition of weapons of mass destruction is not acceptable and there is no higher priority than preventing the acquisition of such materials/weapons or removing this capability from terrorist groups. FEMA will review the Federal Response Plan on an urgent basis, in coordination with supporting agencies, to determine its adequacy in responding to an NBC-related terrorist incident; identify and remedy any shortfalls in stockpiles, capabilities or training; and report on the status of these efforts in 180 days.

APPENDIX C
RELATED COURSE LIST

The following National Fire Academy (NFA) and Emergency Management Institute (EMI) courses can assist fire and emergency services personnel in preparing for consequence management of terrorism incidents. Readiness for such occurrences is a logical extension of normal major incident preparation. These courses have components or modules that contribute to the development of skills, knowledge, and abilities of those who must be ready to respond to terrorist incidents.

Part I—National Fire Academy (NFA) Courses

Hazardous Materials

O234 Chemistry of Hazardous Materials
A two-week course that focuses on the basic knowledge required to evaluate the potential hazards and behaviors of materials considered to be hazardous.

R243 Hazardous Materials Incident Management
A six-day course that focuses on the duties and responsibilities of the emergency response personnel who will assume the Incident Commander (IC) role in hazardous materials emergencies.

R229 Hazardous Materials Operating Site Practices
A two-week course that focuses on the strategies and safe procedures for alleviating the danger at hazardous materials incidents.

F809 Initial Response to Hazardous Materials Incidents: Basic Concepts
A two-day course that gives students an understanding of the basic concepts and techniques of first response to hazardous materials incidents.

F808 Initial Response to Hazar dous Materials Incidents: Concept Implementation
A two-day course that expands upon the above course. New concepts and more detail are provided on procedures, usage, and related considerations following the basic chronology of a hazardous materials incident.

Emergency Medical Services

R151 Advanced Leadership Issues in Emergency Medical Service
A two-week course designed for upper-management personnel who have organizational responsibility for emergency medical operations in their agency. Situational, scenario-based instruction is the foundation for this course.

R150 Management of Emergency Medical Services
A two-week course that focuses on current and emerging management practices as they relate to EMS in the fire service.

Emergency Medical Services/Hazardous Materials

R247 Advanced Life Support Response to Hazardous Materials Incidents
A two-week course that focuses on indepth chemistry, toxicology, and the medical management of victims for paramedic personnel.

F246 Basic Life Support and Hazard ous Materials Response
A two-day course that focuses on critical concerns for emergency medical responders at hazardous materials incidents.

Safety

F719 Incident Safety Officer
A two-day course that focuses on the Safety Officer's role at emergency responses, specifically on the Safety Officer role within the Incident Command System (ICS). Response to all-hazard types of situations is emphasized.

F720 Health and Safety Officer
A two-day course that focuses on the Health and Safety Officer's role in identifying, evaluating, and implementing policy and procedures that affect health and safety aspects for first responders.

Command and Control

R306 Executive Analysis of Fire Service Operations in Emergency Management
A two-week course that is designed to prepare senior staff officers in the administrative functions necessary to manage the operational component of a fire and rescue department.

R304 Command and Control of Fire Department Operations at Multi-Alarm Incidents
A two-week course, using intensive simulation, that focuses on the command officer's responsibility while conducting major operations involving multialarm units.

R308 Command and Control of Fire Department Operations at Natural and Man-Made Disasters
A two-week course that focuses on fire and rescue department operations at natural and manmade disasters that may require interagency or inter-jurisdictional coordination.

R314 Command and Control of Fire Department Operations at Target Hazards
A six-day course designed to introduce command officers to the complexities involved in commanding incidents at high-risk areas.

R801 Fire Command Operations
A six-day course where volunteer fire officers are introduced to incident command and study proper fire command techniques for control and extinguishment of fires ranging from small, residential structures to multioccupancy, commercial complexes.

Managing Company Tactical Operations
A series of four two-day courses that focus on fire and rescue practices dealing with confinement, extinguishment, water supply, salvage, and offensive and defensive firefighting operations. Courses are divided into Preparation (F375), Decisionmaking (F450), Tactics (F451), and Simulation (no course number assigned).

Command and Control/Emergency Medical Services

F160 Incident Command System for Emergency Medical Services
A two-day course that focuses on the concepts of EMS-specific incident command using lecture, role play, simulation, case studies, and graphics.

Arson

R205 Fire/Arson Investigation
A two-week course that addresses the basic skills needed to conduct fire investigations. Students will be equipped to identify the origin and cause of fires, to conduct a technically and legally sound investigation, and to pursue the case through the judicial system.

R811 Fire Cause Determination for Company Officers
A six-day course that addresses the skills needed to conduct initial fire cause determinations.

R207 Management for Arson Prevention and Control
A two-week course that focuses on innovative concepts and practical skills for managing a synergistic response to arson prevention and control.

R216 Initial Fire Investigation
A six-day course that focuses on the needs of personnel whose duties include determining origin and cause, and responsibility for fires and explosions based primarily on examination of the incident scene.

Emergency Response to Terrorism

Emergency Response to Terrorism: Self Study (ERT:SS)

Course Description:

This home study course is a self-study, self-paced, paper-based document and is designed to provide the basic awareness training that first responders need to increase the chances for successful and safe response to incidents involving terrorism.

The target audience for ERT:SS includes fire, emergency medical, haz mat, incident command, and law enforcement responders. At present the intent is to produce 100,000 copies of the ERT:SS document. This would provide, initially, one for every fire department in the U.S. (approximately 35,000).

ERT:SS will provide a basic overview of the following:

- definition and historical background of terrorism;
- recognizing suspicious circumstances and identifying key indicators (outward warning signs or cues);
- implementing self-protective measures (time, distance, and shielding);
- initial scene control; and

- making appropriate notification (activating response resources based on local/State emergency plans).

Emergency Response to Terrorism: Basic Concepts (ERT:BC)

Course Description:

The intent of this two-day course is to prepare first responders for terrorist-related incidents primarily at the operations level. The key learning objectives focus on life safety and self-preservation.

The target audience for ERT:BC includes fire, emergency medical, haz mat, incident command, and law enforcement responders.

ERT:BC will provide a basic overview of the following:

- understanding and recognizing terrorism;
- implementing self-protective measures;
- scene control;
- tactical considerations; and
- incident management overview.

Content will include information on detection and monitoring for various hazards

Proposed Future Developments

Two additional classes are being proposed:

Emergency Response to Terrorism: Tactical Considerations (ERT:TC)

This course will be a six-day NFA resident course dealing with emergency medical, hazardous materials, and incident command issues. This course will be designed primarily for technician- and specialist-level personnel who will be directly involved with advanced tactical operations. Proposed content for this course will be

- emergency medical issues;
- tactical operations (detection and monitoring, suit selection); and
- incident command.

Emergency Response to Terrorism: Incident Management (ERT:IM)

This course will be a six-day NFA resident course designed for Incident Commanders who would be responsible for managing terrorism incidents. Proposed content for this course will be

- Incident Command (unified command, mass casualty issues);
- Federal Response Plan (PDD-39);
- activating Federal resources; and
- planning (all-hazard approach, threat/capability assessment).

In addition, a job aid (reference guide) is proposed for development. The intent of this document would be as a small reference document that could be used on-scene by emergency responders to assist them with mitigating the incident.

Degrees at a Distance

Disaster and Fire Defense Planning
A course offered through the NFA's Degrees at a Distance Program that focuses on the concepts and principles of community fire risk assessment, as related to group fires and disasters (no course number assigned).

Managerial Issues in Hazardous Materials
A course offered through the NFA's Degrees at a Distance Program that focuses on the issues that confront hazardous materials program managers, from planning to postincident phases (no course number assigned).

Part II--Emergency Management Institute (EMI) Courses

E417 Community Emergency Response Team (CERT) Train-the-Trainer Course
A two-and-a-half-day course conducted in residence at EMI prepares participants to institute a CERT program in their communities. Topics include fire suppression, disaster medical operations, light search and rescue, and team organization and management.

G357 Emergency Response to Criminal and Terrorist Incidents
A six-hour workshop course that sensitizes responders to the special issues involved in responding to an event that may involve a crime. Topics such as preservation of evidence are covered in detail.

G120 Exercise Design Course
A two-day course designed to enable participants to conduct community emergency management exercises to test the communities' emergency operations plans and to rehearse key response personnel.

G130 Exercise Evaluation Course
A two-day course that enables participants to manage exercise evaluation activities before, during, and following an exercise.

G191 Incident Command System (ICS)/Emergency Operations Center (EOC) Interface
A one-and-a-half-day field course designed for delivery to ICS and EOC personnel in a community. Course provides an opportunity to develop a working interface between the IC and the EOC. The course reviews ICS and EOC concepts and uses exercises to demonstrate key points.

G190 Incident Command System (ICS) for Law Enforcement Personnel
A 12-hour field course introduces police and other law enforcement personnel to ICS and provides opportunities for exercising the concepts learned.

G192 Incident Command System (ICS) for Public Works Officials
A one-and-a-half-day field course that introduces public works personnel to ICS and provides opportunities for exercising the concepts learned.

S105 Integrated Emergency Management Course (IEMC): Consequences of Terrorism
A five-day exercise-based course that focuses on preparing for, responding to, and recovering from the emergency consequences of a terrorist act. Special attention is placed on the response among agencies when the disaster area is also a crime scene.

Joint Information Center (JIC)/Joint Information System (JIS) Course
A 16 to 24-hour course that introduces participants to the JIC/JIS concept and details the functions to be performed in establishing a single location for the dissemination of coordinated emergency information.

G386 Mass Fatalities Incident Course
A one-week field course designed to prepare local and State response personnel and other involved personnel to manage incidents involving large numbers of fatalities effectively.

For More Information...

For more information on any of these courses, please contact the National Emergency Training Center at (800) 238-3358, or (301) 447-1000.

ANSWERS TO LEARNING CHECKS

MODULE 1: TERRORISM IN PERSPECTIVE

1. True (p. 7)
2. True (p. 13)
3. False (p. 8)
4. True (p. 8)
5. False (p. 11)
6. d. (p. 7)
7. c. (p. 7)
8. b. (p. 15)
9. b. (p. 9)
10. b. (p. 15)

MODULE 2: INCIDENTS AND INDICATORS

1. True (p. 23)
2. True (p. 21)
3. False (p. 21)
4. True (p. 22)
5. True
6. b. (p. 25-26)
7. a. (p. 22)
8. b. (p. 21)
9. a. (p. 23-24)
10. c. (p. 25)

MODULE 3: SELF-PROTECTION

1. False (p. 32)
2. False (p. 32)
3. True (p. 34)
4. False (p. 32)
5. d. (p. 34)
6. a.
7. c. (p. 34)
8. d. (p. 34)
9. a. (p. 34)
10. b. (p. 34)

MODULE 4: SCENE CONTROL

1. False
2. True
3. False
4. False
5. True (p. 43)
6. c. (p. 46)
7. c. (p. 47)
8. a. (p. 45)
9. b. (p. 45)
10. b. (p. 46)

MODULE 5: NOTIFICATION AND COORDINATION

1. d. (p. 53)
2. d. (p. 55)
3. b. (p. 55)
4. b. (p. 56)
5. b. (p. 54)
6. True (p. 53)
7. True (p. 53)
8. False (p. 55)
9. True
10. False (p. 53)

FEMA/USFA/NFA-EX
August 1997

FINAL EXAM

Multiple Choice : Please fill in the correct answer using the corresponding number on the following answer sheet (at bottom of application form).

1. Nerve agents are similar in nature to organophosphate pesticides.

   a. True
   b. False

2. At a potential crime scene, protection of physical evidence is not a concern to first responders.

   a. True
   b. False

3. Examples of shielding are vehicles, buildings, walls, and personal protective equipment.

   a. True
   b. False

4. Improper scene management is likely to result in loss of scene control and increase the potential for greater loss of life and injuries.

   a. True
   b. False

5. In our country's system of emergency management, local government (first responders) must act first to attend to the public's emergency needs.

   a. True
   b. False

6. Any community--whether urban, suburban, or rural--is vulnerable to a terrorist incident.

   a. True
   b. False

7. Any response to an incident other than a natural disaster may be a response to a crime scene.

   a. True
   b. False

8. TRACEM refers to the following types of harm: Thermal, Radiation, Asphyxiation, Chemical, Etiological, and Mechanical.

   a. True
   b. False

9. Incident factors are typically static and do not need to be evaluated.

   a. True
   b. False

10. The Federal Response Plan details what the Federal government will do to provide emergency assistance to a State and its local governments affected by a large-scale disaster.

    a. True
    b. False

11. It is estimated that the percentage of terrorist activities involving explosives is about

    a. 80 percent.
    b. 70 percent.
    c. 60 percent.
    d. 50 percent.

12. The primary concern of the first responder at a bombing incident should be

    a. a secondary event such as an explosion.
    b. establishing scene control.
    c. mass decontamination.
    d. mass fatalities.

13. If an incident involves hazardous materials, which most terrorist incidents will, Federal regulations require the creation of a(n)

    a. evaluation tool.
    b. site safety plan.
    c. risk determination.
    d. hazard plan.

14. Crisis management includes activities to

    a. protect public health and safety.
    b. restore essential government services.
    c. provide emergency assistance to affected governments, businesses, and individuals.
    d. anticipate, prevent, and/or resolve a threat or incident.

15. Consequence management

    a. includes activities to identify, locate, and apprehend the perpetrators.
    b. includes Federal, State, and local volunteer and private agencies.
    c. involves Federal, State, and local law enforcement agencies.
    d. focuses on criminal aspects of the incident.

16. Which of the following statements is false?

    a. Viruses are the simplest type of microorganisms.
    b. Viruses lack a system for their own metabolism.
    c. Viruses depend on living cells to multiply.
    d. Viruses will live long outside of a host.

17. Which of the following steps exceed the awareness level of training?

    a. Isolate the scene.
    b. Enter the hot zone.
    c. Deny entry.
    d. Notify additional resources.

18. In using time, distance, and shielding as methods of self-protection, it is advisable to

    a. be downwind of the source.
    b. not be concerned with the amount of time spent in the hazard area.
    c. distance yourself from the hazard.
    d. limit the use of personal protective equipment (PPE).

19. During the determining strategic goals step in the GEDAPER process, which of the following would not be included?

    a. Protection of critical systems.
    b. Extinguishment.
    c. Incident stabilization.
    d. Life safety.

20. Of the following types of radiation, which is the most penetrating?

    a. Alpha particles.
    b. Gamma rays.
    c. Beta particles.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Emergency Response to Terrorism: Self-Study
Application Form and Answer Sheet

See Other Side for Privacy Act Statement

OMB No. 3067-0024 Expires September 30, 1999

You are not required to respond to this collection information unless a valid OMB control number appears in the upper right corner of this form.

SECTION I: General Information

1. U.S. Citizen ❑ Yes ❑ No If No, Place of Birth:

2. PLEASE PRINT YOUR NAME (As you would like it to appear on your certificate.)
Last First Middle Initial

3. DATE OF BIRTH (Mo., Day, Yr.)

4. SOCIAL SECURITY NO.

5. SEX
Male ❑
Female ❑

6. HOME ADDRESS (Street, avenue, road no., P.O. Box, city or town/state and zip code)

7. HOME PHONE NO.
( )

8. PLEASE CHECK THE RACE/NATIONAL ORIGIN WHICH BEST APPLIES TO YOU AND YOUR ANCESTRAL HERITAGE (Providing this information is voluntary)

1. ❑ AMERICAN INDIAN or ALASKANNATIVE
2. ❑ ASIAN or PACIFIC ISLANDER
3. ❑ BLACK, not of Hispanic origin
4. ❑ WHITE, not of Hispanic origin
5. ❑ Hispanic

SECTION II: EMPLOYMENT INFORMATION

9. NAME AND COMPLETE ADDRESS OF ORGANIZATIONBEING REPRESENTED

10. CURRENT POSITION AND NUMBER OF YEARS IN POSITION

11. CHECK THE BOX(ES) THAT BEST DESCRIBE YOUR ORGANIZATION:

11a. JURISDICTION
1. ❑ STATEWIDE
2. ❑ COUNTY GOVERNMENT
3. ❑ CITY/TOWN/VILLAGE
4. ❑ SPECIAL DISTRICT/TOWNSHIP
5. ❑ FEDERAL/MILITARY
6. ❑ INDUSTRY/BUSINESS
7. ❑ FOREIGN
8. ❑ FEMA
9. ❑ NDER/IMA

11b. ORGANIZATION
1. ❑ ALL CAREER
2. ❑ ALL VOLUNTEER
3. ❑ COMBINATION

12. CURRENT STATUS 1. ❑ PAID FULL TIME 2. ❑ PAID PART TIME 3. ❑ VOLUNTEER

13. SIGNATURE OF APPLICANT DATE:

14. I hereby certify, as chief officer or supervisor of the above individual, that he/she is a member of the named department/agency, and has completed the ERT:SS course and examination according to instructions.

FINAL EXAM ANSWER SHEET: PLEASE COMPLETELY FILL IN YOUR ANSWER CHOICE:

	a	b	c	d		a	b	c	d
1.	❑	❑	❑	❑	11.	❑	❑	❑	❑
2.	❑	❑	❑	❑	12.	❑	❑	❑	❑
3.	❑	❑	❑	❑	13.	❑	❑	❑	❑
4.	❑	❑	❑	❑	14.	❑	❑	❑	❑
5.	❑	❑	❑	❑	15.	❑	❑	❑	❑
6.	❑	❑	❑	❑	16.	❑	❑	❑	❑
7.	❑	❑	❑	❑	17.	❑	❑	❑	❑
8.	❑	❑	❑	❑	18.	❑	❑	❑	❑
9.	❑	❑	❑	❑	19.	❑	❑	❑	❑
10.	❑	❑	❑	❑	20.	❑	❑	❑	❑

PRIVACY ACT STATEMENT (Public Law 93-579)

1. AUTHORITY: The authority for collection of the information is 5 U.S.C. 301;44 U.S.C. 3101; 50 U.S.C. 2253, 2281 and E.O. 9397.

2. PRINCIPAL PURPOSE(S): This information is collected for the purpose of providing self-directed study courses to citizens who cannot attend regular classroom courses and certify applicants who successfully complete the courses.

3. ROUTINE USES: Information may be provided to the FEMA Self-Directed Study Program Contractor to enter applicant into the self-directed study program and to release self-directed study materials to applicants and to forward certificates to applicants who successfully complete a course; to FEMA Computer Center in Olney, Maryland, to establish a printout including name, address, student number, numerical grade for each course unit, date of completion of each course unit, final grade and date of course completion for submission to the contractor and to FEMA Training and Education; to FEMA Training and Education to respond to student inquiries relating to completion dates, requests for military reserve credits and requests for certificates of completion that were awarded but did not arrive for the student; to FEMA Regional Officers to measure training progress in the region; to State Emergency Management Offices to schedule more advanced training for students who have completed basic emergency management instruction through self-directed study courses. In some cases, information contained in the self-directed study course program is used to update individual student records maintained by the FEMA Self-Directed Study program.

4. MANDATORY OR VOLUNTARY DISCLOSURE AND EFFECT ON INDIVIDUAL NOT PROVIDING INFORMATION: The disclosure of this information is voluntary, however, omission of the name and address would result in our inability to forward you copies of the self-directed study course and certificates of completion of courses. Information Regarding Disclosure of Your Social Security Number Under Public Law 93-579 Section 7(b). The collection of your social security number is authorized by E.O. 9397 of November 22, 1943. The disclosure of your social security number is voluntary. You may take the self-directed study courses even if you do not provide the social security number; however, failure to provide such information may result in limited service which we will be able to provide to you regarding successful completion of courses and certifications.

*U.S. GPO:1989-622-341/10063

fold here

Please Place
Stamp Here

Emergency Response to Terrorism: Self-Study
Administrative Office—SCSC
Building H
16825 South Seton Ave.
Emmitsburg, MD 21727

fold here