

Annex 9: Lewis County Terrorism Incident Annex

Revised July 2013

PAGE LEFT INTENTIONALLY BLANK

Table of Contents

I. Introduction.....	1
II. Purpose.....	1
III. Scope	1
IV. Situation and Assumptions	2
A. Situation	2
B. Assumptions	2
V. Concept of Operations	2
VI. Risk Assessment	3
VII. Local Agency Capability Assessment.....	3
VIII. Situation Assessment Protocol	3
IX. Incident Classification.....	5
X. ICS for a Terrorist Incident	5
XI. Notification Procedures.....	6
XII. Public Warning and Emergency Information	6
XIII. Decontamination Procedures.....	7
XIV. Exercising the Annex	7
XV. References to Other Plans	7
XVI. WMD Definitions.....	7

Plan Revised By:



PAGE LEFT INTENTIONALLY BLANK

I. Introduction

Recent events worldwide and in this country have caused all levels of government to take a closer look at terrorism and how it can affect us. This Annex to the Lewis County Comprehensive Emergency Management Plan is for use by County and local officials in addressing the terrorism threat.

A terrorist act is defined by the U.S. Department of Justice as 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.

II. Purpose

The purpose of this plan is to protect lives, property, and the environment by:

1. Preventing, Mitigating, and Responding to terrorist incidents affecting Lewis County;
2. Establishing a concept of operations for response to a terrorist incident that can be supplemented with specific procedures to meet the requirements associated with Weapons of Mass Destruction (WMD);
3. Linking existing County and Municipal authorities to State and Federal authorities, and the respective plans and capabilities that would be implemented in response to a terrorist incident in accordance with the Lewis County Comprehensive Emergency Management Plan.

III. Scope

A terrorist incident could begin with a **general threat** of potential terrorist activity: continue with a specific **credible threat**, leading to an actual terrorist **incident**. Or it could begin with any of the above. The response to a terrorist incident includes two major components, which may operate concurrently or consecutively:

1. **Crisis Management** is defined as measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism.
2. **Consequence Management** is defined as 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.

Crisis Management, the purview of law enforcement, may operate at a general threat, to a credible threat, through the incident. Consequence Management, the purview of all response agencies, may operate before, during, and after an incident, and continue until demobilization of emergency operations.

IV. Situation and Assumptions

A. Situation

Lewis County's response to a terrorist incident will be determined by the material involved and by the authorities, plans and operations that are triggered. Weapons of Mass Destruction can include biological, nuclear, incendiary, chemical, explosive, and radiological material (B-NICER).

B. Assumptions

1. Terrorist incidents are usually directed at population centers and buildings or facilities that conduct operations for government, transportation, or industry.
2. Terrorist incidents may or may not be preceded by a warning or a threat, and may at first appear to be an ordinary hazardous materials incident.
3. Terrorist incidents may require a vast response effort from all levels of government (federal, state, local).
4. Terrorist incidents may result in large numbers of casualties, including fatalities, physical injuries, and psychological trauma.
5. The incident may be at multiple locations.
6. The incident may be accompanied by fire, explosion, or other acts of sabotage.
7. There may be a device set off that brings emergency responders to the scene, then a second device is set off for the purpose of injuring the emergency responders.
8. The presence of a chemical or biological agent may not be recognized until some time after casualties occur.
9. There may be a delay in identifying the chemical or biological agent present and in determining the appropriate protective measures.
10. The chemical or biological agent may quickly dissipate or may be long-acting and persistent.
11. Investigation of the cause of the incident and those responsible for it are important law enforcement activities.
12. Resources for combating terrorist attacks exist in local, state, and federal governments.
13. Recovery can be complicated by the presence of persistent agents, additional threats, extensive physical damages, and psychological stress.

V. Concept of Operations

A credible terrorist threat or actual incident will likely require the response by the State and Federal governments. However, Lewis County and its local governments will still play a key role in Crisis Management and the full role, initially, in Consequence Management, with that role continuing throughout. With the response of multiple levels of government, the coordination between and among such agencies is a necessity. The Incident Command System (ICS) is a means for ensuring that the required close coordination is realized. Lewis County and New York State government will

organize its response to a terrorist threat/incident according to the National Interagency Incident Management System (NIIMS) Incident Command System.

Under Federal law, the FBI is the lead agency for crisis management of threats or acts of terrorism. Thus, the FBI may establish an operations center for a terrorist event in Lewis County. Also, at the federal level the Federal Emergency Management Agency (FEMA) provides support to State and local consequence management activities. Any FBI, FEMA or other Federal or State agency presence in Lewis County for a terrorist event will be integrated into, and coordinated with, the Lewis County ICS.

A terrorist incident may not be immediately detectable. It is as likely to be insidious, and not recognized for what it actually is -- for a period of hours or days. This type of incident may present primarily a community health issue and will require a retrospective investigation and analysis.

VI. Risk Assessment

Lewis County with assistance from the New York State has conducted an assessment of the terrorism threat throughout the County. As a result several facilities/sites have been identified as potential terrorist targets. This list is confidential pursuant to section 87(2) of the State Freedom of Information Law and will not be published or released to the public. For each location, Lewis County has met with the location's management and advised of basic security and detection measures that could assist in avoiding a terrorist incident.

VII. Local Agency Capability Assessment

Following a review of County and local agencies procedures and resources and the conduct of two table-top exercises, the Lewis County Emergency Planning Committee assessed its capability to respond to a terrorist incident and identified shortfalls in the County and local response. This Annex does not assume that any shortfall will be overcome and only includes capabilities that are current.

VIII. Situation Assessment Protocol

When a terrorist threat or incident occurs, it is critical to quickly identify and quantify any material that has or could be used by the terrorist to cause public harm.

1. A Technical Specialist Position(s) will be established and initially assigned to the Planning Section, but will be available for reassignment within the incident organization as deemed necessary by the Incident Commander. Local Technical Specialists may be required from:
 - a) Lewis County Departments of Health and Mental Health
 - b) Lewis County Sheriff's Department and local municipal agencies (when available) Criminal Investigation Unit(s)
 - c) Lewis County Decontamination Team
 - d) Jefferson County Hazardous Materials Team
 - e) Hospital Emergency Department
 - f) Lewis County Public Health Department

Lewis County Terrorism Incident Annex

2. Such Technical Specialists will gather, analyze, and disseminate information related to the credibility of any WMD threat and/or evaluate the immediate and future threat to the public health and safety, the environment, and the infrastructure following an actual attack.
3. This analysis will include, when appropriate and available, a review and assessment of hospital emergency room admission trends, Infection Control Program (ICP) reports, hospital laboratory reports, electronic mortality data, and school attendance records.

Such an assessment can be part of an ongoing sentinel network to detect a terrorist incident when there are no other overt signs.

4. Technical Specialists will be supplemented, depending on the size, scope, duration and specific legal requirement of the incident, with appropriate personnel from similar State and Federal agencies, including the State Division of Military & Naval Affairs' Civil Support Detachment (CSD). Requests for the CSD will be made to the State Office of Emergency Management (SOEM).
5. If the situation requires, and the number of Technical Specialists dictates, a Technical Specialist Unit may be formed in the Planning Section. The Technical Specialist Unit Leader will be assigned based on incident specifics, with a representative appointed from the department or agency whose area of expertise most closely parallels the nature of the incident. As the incident evolves the position of Unit Leader may rotate among group members. Technical Specialists may also be assigned to the Situation Unit as Analysts and Field Observers.
6. Technical Specialists will advise Incident Command, through the designated chain of command, of appropriate technical protocols relative to specifically indicated or contraindicated actions necessary for mitigation of, and recovery from, a B-NICER incident.
7. Technical Specialists will assist in the preparation of contingency plans based on their continuing analysis of the event.

Cross reference section III of the County Comprehensive Emergency Management Plan.

IX. Incident Classification

Every terrorist threat or incident will be classified according to the Lewis County's emergency classification levels as described the County Comprehensive Emergency Management Plan (CEMP), Section III: Response and based upon the specific details of the event. In addition, the Department of Homeland Security has established a National Terrorist Advisory System. This system will communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector.

1. Each emergency in Lewis County should be classified into one of three Response Levels, according to the scope and magnitude of the situation:

DAY-TO-DAY OPERATIONS

Response Level 1:

A **general threat** of a terrorist incident applies specifically to Lewis County. Controlled emergency situation without serious threat to life, health, or property, which requires no assistance beyond initial first responders.

ELEVATED THREAT LEVEL

Response Level 2:

A **credible threat** of a potential terrorist incident is directed at Lewis County. Limited emergency situation with some threat to life, health, or property, but confined to limited area, usually within one municipality or involving small population.

IMMINENT THREAT LEVEL

Response Level 3:

A **terrorist incident** in Lewis County is initiated or imminent. Full emergency situation with major threat to life, health, or property, involving large population and/or multiple municipalities.

X. ICS for a Terrorist Incident

The ICS structure outlined in the County CEMP (Section III: Response) is especially applicable to a terrorist incident involving a multitude of agencies from all levels of government. Several aspects of ICS are particularly pertinent to a terrorist incident:

1. The Incident Commander will likely be, initially, a local official. However, as State and Federal assistance arrives and the scope of the response expands and grows more complex, the need to transition Incident Command to the next level of government or to a Unified Command may become apparent. This transition must be accepted by all and Lewis County officials will support such a transition. The FBI has primary law enforcement responsibilities for any terrorist incident.

2. The Incident Command Post is established by the Incident Commander. When sizing up facilities and locations to be used as a Command Post for a terrorist incident, keep in mind the likelihood of a significantly expanded operation and the need of a suitably large facility. This is preferable to finding a new location during the response to accommodate an enlarged response organization.
3. With likely State and Federal involvement, there may be a tendency to establish separate operations and operational facilities. However, under ICS all agencies and government entities will take part in one ICS structure. Local and County representation may be requested at other State and Federal operational facilities. In any event, it is imperative that only one facility be named, and operate as, the Incident Command Post at any one time.
4. Because a terrorist incident is a serious criminal act, all emergency personnel operating at the incident site should treat the site as a crime scene. Search and rescue, assessment and evaluation, and operational maneuvers on-site could destroy and contaminate evidence and disrupt the crime scene. Evidence is vital to the successful prosecution of perpetrators. Although Life Safety efforts are always paramount, emergency personnel must be cognizant of their actions and the ramifications that could result in evidence degradation.

XI. Notification Procedures

Upon notification of a potential or actual terrorist threat the county communications center will contact the following people immediately. (The threat level will be determined by one or a combination of persons contacted).

1. County Emergency Management Office
2. County Sheriff
3. County Fire Coordinator
4. Department of Health
5. County EMS
6. Police Department of Municipality Involved

Reference County CEMP, Section III: Response, for **level 1** (Emergency Management Office staff) and **level 3** (all response agencies) notifications. In addition, a WMD incident that includes a HAZMAT release requires additional notifications pursuant to State and federal law.

XII. Public Warning and Emergency Information

For a terrorist incident, all releases of information to the media will be reviewed by the ranking official, or designee, of the lead law enforcement agency at the scene, to ensure that the information will not impede any criminal investigation or prosecution. This is best achieved by the establishment of a joint news center. Reference County CEMP, Section III: Response.

XIII. Decontamination Procedures

Lewis County decontamination capabilities and procedures outlined in the County HAZMAT Response Plan, which is an Annex to the County CEMP, are applicable to a terrorist incident. In addition to the capabilities listed in the HAZMAT Annex, Lewis County also has a WMD trailer and a Decontamination Team.

XIV. Exercising the Annex

This annex will be exercised through an annual tabletop exercise and bi-annual functional or full-scale exercises.

XV. References to Other Plans

This document is an Annex to the Lewis County Comprehensive Emergency Management Plan (CEMP) and refers to sections of the CEMP for additional guidance.

In addition, other Annexes to the CEMP address issues and elements that could be pertinent to a response to a terrorist incident. These include:

1. Hazardous Materials Incident Response Annex including the Fire Service HazMat Plan
2. Mass Casualty Annex

Also, the New York State Terrorism Incident Annex and the Federal Terrorism Incident Annex are pertinent to the State and Federal response.

XVI. WMD Definitions

Biological Agents: The FBI WMD Incident Contingency Plan defines biological agents as microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

Chemical Agents: The FBI WMD Incident Contingency Plan defines chemical agents as solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

Consequence Management: Consequence management is defined as 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.

Counter-Terrorism Network (CTN): The New York State Counter-Terrorism Network (CTN) provides critical intelligence in the war on terrorism to local law enforcement personnel statewide. The network establishes a secure, two-way system for conveying counter-terrorism related information throughout New York State. The CTN will be used to send electronic alerts to the recipients who will be provided with a stand-alone flat screen computer system.

Lewis County Terrorism Incident Annex

Initially it is deployed to the 16 law enforcement zones throughout the State. The second phase of the program will include the establishment of two-way communications between local law enforcement and the Office of Public Security, and eventually each of New York's 543 local police departments will have access to the CTN. Non-law enforcement agencies, like private corporations and critical infrastructure locations will also be connected through the network to ensure that all of the State's assets are alerted to potential terrorist threats.

Credible Threat: The FBI conducts an interagency threat assessment with state, and when appropriate, local law enforcement, that indicates that the threat is credible and confirms the involvement of a WMD in the developing terrorist incident.

Crisis Management: Crisis management is defined as measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism.

Domestic Emergency Support Team (DEST)(federal): PDD-39 defines the DEST as a rapidly deployable federal interagency support team established to ensure that the full range of necessary expertise and capabilities are available to the on-scene coordinator. The FBI is responsible for the DEST in domestic incidents.

Civil Support Detachment (CSD): A highly trained and specially equipped National Guard team designed to support civilian first responder agencies in the event of a WMD incident. Their role is to assess a suspected nuclear, biological, chemical, or radiological event in support of the civilian on-scene commander, advise local first responders on appropriate actions to be taken. This team can only be activated by the Governor or the Adjutant General.

Credibility Assessment Team (CAT): Credibility Assessment Teams are specially trained and equipped first responders who will be available to assist first responders at a suspected or actual WMD event in assessing the threat present. This team can be requested through the County Fire Coordinator by the On Scene Commander (OSC), and serve at discretion of the OSC. For a state agency response, the State Office of Fire Prevention and Control will appoint a liaison to coordinate with the local CAT if one is available, who will report to the LSA on scene.

Lead Agency: The State department or agency assigned lead responsibility to manage and coordinate a specific function, either crisis management or consequence management. Lead agencies are designated on the basis of their having the most authorities, resources, capabilities, or expertise relative to accomplishment of the specific function. State agencies support the overall Lead State Agency during all phases of the terrorism response.

Nuclear Weapons: The Effects of Nuclear Weapons (DOE, 1977) defines nuclear weapons as weapons that release nuclear energy in an explosive manner as the result of nuclear chain reactions involving fission and/or fusion of atomic nuclei.

Senior SEMO Official: The Director of SEMO, or his/her appointed representative to represent SEMO in the Incident Command Post.

Lewis County Terrorism Incident Annex

Technical Operations: As used in this annex, technical operations include actions to identify, assess, dismantle, transfer, dispose of, or decontaminate personnel and property exposed to explosive ordnance or WMD.

Terrorist Incident: The FBI defines a terrorist incident as 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.

Weapon of Mass Destruction (WMD): Title 18 of the United States Code, Section 23329(a), defines a weapon of mass destruction as (1) 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; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

Incident Command System (ICS): The National Interagency Incident Management System (NIIMS) adopted by the State in 1996 under Executive Order #26, will be used by all state agencies in response to disasters and emergencies.

PAGE LEFT INTENTIONALLY BLANK

