

TERRORISM ANNEX U

U1. Purpose, Situation, and Assumptions

U1.1 Purpose

The purpose of this Terrorism Hazard-Specific Annex is to guide and coordinate agencies and organizations during threats and incidents of terrorism within or affecting Park County. Terrorist events require a high level of coordination between those trying to manage the consequences of the attack and those responders investigating and trying to prevent additional attacks. General incident management principles and disaster and emergency processes should be applied to any terrorism incident, but this annex provides additional information specific to these types of incidents.

U1.2 Situation Overview

Terrorism, both domestic and international, is a violent act done to try and influence government or the population of some political or social objective. Terrorist acts can come in many recognized forms or may be more subtle using untraditional methods. The primary recognized forms of terrorism are chemical, explosive, biological, radiological, nuclear, and cyber; however, terrorism's only limitation is the human imagination.

Domestic terrorism involves groups or individuals that perform terrorist acts directed at elements of the government or population without foreign direction. International terrorism involves foreign-based direction, groups, and/or individuals whose activities transcend national boundaries.

Chemical terrorism is the use of chemical agents to poison, kill, or incapacitate the population or animals, destroy crops or natural resources, or deny access to certain areas. Chemical agents can be broken into five different categories: nerve agents, vesicants, cyanide, pulmonary agents, and incapacitating agents.

Terrorism using *explosive and incendiary* devices includes bombs and any other technique that creates an explosive, destructive effect. Bombs can take many forms from a car bomb to a mail bomb. They can be remotely detonated using a variety of devices or directly detonated in the case of a suicide bomb.

Bioterrorism is the use of *biological* agents, living organisms, or material derived from such organisms such as Anthrax, Ricin, and Smallpox, to infect the population, plants, or animals with diseases or illnesses that may lead to death. These agents may be used as a weapon or as part of a weapon and often are not detected immediately as infection may involve some period of time, such as an incubation period, before causing illness.

Radiological terrorism involves the use of radiological dispersal devices to attack the population. Exposure to radiation can cause radiation sickness, long-term illness, and even death. Terrorism experts fear the use of explosive and radiological devices in the form of a “dirty bomb” to attack the population. A “dirty bomb” is a low-tech, easily assembled and transported device made up of simple explosives combined with a suitable radioactive agent.

Nuclear weapons have the potential for causing catastrophic damage through an explosion and subsequent radiation exposure. Many countries have nuclear capabilities. Such weapons at the control of terrorists could cause significant devastation, particularly in an urban area. Most nuclear threats have been related to international unrest and times of war, but the potential for an unprovoked attack or accidental launch exists.

Cyberterrorism is the attack or hijack of the information technology infrastructure that is critical to the US economy through financial networks, government systems, mass media, or other systems. Any cyber attack that creates national unrest or instability would be considered cyberterrorism.

Park County is not particularly at risk from terrorism, however, Yellowstone National Park, a national asset, is in close proximity and individuals with extreme beliefs have been known to reside in Park County. Park County, the City of Livingston, and the Town of Clyde Park do have critical facilities and infrastructure that may be vulnerable to terrorist acts.

Possible terrorism losses include:

- Deaths, injuries, and illnesses.
- Critical facility and infrastructure physical and functional losses.
- Structure and contents losses.
- Business disruption and economic losses.
- Crop and livestock losses.
- Environmental losses.

U1.3 Planning Assumptions

- Terrorist acts usually occur without specific warning.
- The geographic extent of a terrorist act may range from localized at a single site to impacts countywide.
- Terrorist acts may not be initially recognized as such.
- The complexities of terrorism incidents are likely beyond the normal capabilities of responders in Park County. Assistance from outside the county must be sought early in the response.
- Depending on the extent of the incident or incidents, local government may have to operate without outside assistance for a prolonged period of time.
- Extreme impacts are possible.

U2. Concept of Operations

Terrorism is somewhat unique in the way that it is managed. Because of the intentional threat to and attack on life and property, incident management is not only focused on restoring health and safety but an additional important element is dealing with the crime of and continuing threats related to the act.

Crisis management involves the management of resources needed to anticipate, prevent, and/or resolve terrorism threats and acts. At the local level, crisis management is performed by the law enforcement agencies. The lead federal agency is the Federal Bureau of Investigation (FBI). The FBI is tasked with coordinating closely with local law enforcement authorities to facilitate successful law enforcement resolution of the incident. The FBI also coordinates with the Federal Emergency Management Agency, the Central Intelligence Agency, and other federal and state authorities that may be involved.

Consequence management involves the management of resources used to protect public health and safety, restore essential services and government, and provide relief to individuals, businesses, and agencies affected by acts of terrorism. At the local level, consequence management is performed across local government and first response organizations but is most often coordinated by Park County Disaster and Emergency Services. The lead state agency is Montana Disaster and Emergency Services and the lead federal agency is the Department of Homeland Security, Federal Emergency Management Agency.

The decision points that follow are the responsibility of incident management. Note that not all decision points may be necessary and some decision points may be combined during rapidly escalating situations.

- Decision Point: *A specific terrorist act is threatened with the potential to impact Park County.*

Most terrorist acts are done without warning, but occasionally, bomb threats or intelligence may provide some warning. Generally, at this phase, law enforcement takes measures to try and thwart the act or minimize the impacts such as:

- Increasing security at threatened locations.
- Increasing surveillance of concerning individuals.
- Evacuating and searching threatened facilities.
- Increasing public awareness and reporting of suspicious activity. See the [Public Information Annex](#) for additional information on this function.
- Warning the public to take action, as in the case of nuclear attack. See the [Warning Annex](#) for additional information on this function.

- Decision Point: *Terrorist act(s) occur elsewhere in the nation and additional security and/or protection measures are needed locally.*

Following a terrorism incident elsewhere in the United States, measures may be needed to prevent additional attacks or to calm public fears. Generally, these measures will be dictated by the type of attack that occurred with direction provided by law enforcement, but may include:

- Increased security measures at critical facilities and infrastructure.

- Increased and/or 24/7 staffing of emergency services such as fire stations, ambulances, hospital, Emergency Operations Center, etc.
- Development of incident-specific procedures.

If the incident elsewhere in the country or even internationally is expected to have an impact locally (e.g. radioactive fallout, spread of biological agent, etc.) measures such as shelter-in-place, isolation, and quarantine might be recommended or implemented.

➤ Decision Point: *Local incident is possibly or suspected to be a terrorist act.*

When an incident is such that it may be a terrorist or criminal act, the scene must be treated somewhat differently to protect responders and evidence. An accidental hazardous material release may present itself as a possible terrorist act, but the incident should be treated as if it were intentional, until found to be otherwise. As always, responders should keep safety as their top priority and consider the following:

- Incident may involve hazardous materials including radiological or biological materials, so respond accordingly. (See the [Hazardous Material Release Annex](#) for additional information.)
- First on scene unit should establish Incident Command, provide a “size up” of the scene, including immediate visible hazards to responders.
- Identify a safe Unified Command Post location for law enforcement, fire, and EMS.
- Stay aware of possible secondary acts and invisible hazards such as radiation or secondary explosives targeting responders.
- Treat the incident scene as a crime scene and try to preserve evidence to the extent possible (e.g. don’t moved deceased individuals unless essential to save others, etc.)
- Secure a perimeter around the scene and deny entry to unauthorized persons.
- Perform life saving and scene stabilization operations, including triage, if necessary. (See the [Mass Casualty and Mass Fatality Annex](#) for more information on managing these types of incidents.)
- Ensure that contaminated individuals are decontaminated before moving into contamination-free zones such as hospitals. (Note: Many hospitals have decontamination equipment. State hazardous material teams may also have this capability.) Inform ambulance crews and the hospitals of possible contamination hazards.
- Establish a staging area. Some key points for selecting a staging area are:
 - Accessibility to the scene.
 - Upwind of incident site.
 - Security.
 - Outside of the inner perimeter activity.
 - Ability to use communications, phones, etc.
 - Lighting, visibility.
 - Ample space for parking and refueling.
 - Place to rest.
 - Control of in and out flow of traffic.
- If a potential chemical, biological, radiological, or nuclear attack, establish a contamination control area to detect contaminating substances and perform decontamination procedures for contaminated personnel and equipment until specialized resources arrive.

- Determine if there are continuing threats to life, property, or the environment, including the possibility of additional attacks.
- Take immediate action to safeguard responders and the public, including evacuations, shelter-in-place, and/or establishing a wider perimeter. See the [Population Protection Annex](#) for additional information.
- Notify the appropriate authorities such as the Federal Bureau of Investigations (FBI), Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), and Montana All Threat Intelligence Center (MATIC), as needed.
- Notify and make special considerations for facilities caring for those with special needs such as schools and assisted living facilities. See the [Special Needs Annex](#) for additional information.
- Determine site-specific strategy and tactics.
- Activate the Emergency Operations Center (EOC) for coordination, logistic support, resource management, and/or public information.
- Request additional personnel, supplies, and equipment, as needed. Requests for state or federal assistance are fulfilled by Montana Disaster and Emergency Services.

➤ Decision Point: *Local information indicates an emerging terrorist attack.*

In some cases, detection of an incident may be more gradual and detected through unusual patterns of illness or symptoms. In these emerging cases, the incident must be managed somewhat differently, especially if an incident “location” is not immediately apparent. Once terrorism is suspected, however, the appropriate precautions should be taken to protect responders and medical personnel, stabilize the situation, manage the incident, and begin an investigation. Possible indications of an emerging terrorist attack include:

- Unexplained casualties such as multiple victims and/or discernible casualty patterns, surge of similar 911 calls, serious illnesses of unexplained origin, or unusually high incidence of nausea, disorientation, difficulty breathing, and/or convulsions.
- Unusual occurrence of dead or dying animals.
- Presence of unusual liquid, spray, or vapor.
- Unusual droplets or oily films.
- Low clouds or fog unrelated to weather.
- Suspicious devices, packages, or unattended items.

➤ Decision Point: *Loss of life and property has occurred from a local terrorist act.*

If a terrorist incident occurred in Park County, incident management could quickly become overwhelming, involving more functions and national and international interest than is usually present during and following local disasters and emergencies. Unified Command, Incident Command, and/or Operational considerations may include:

- **Hazardous materials:** In addition to being a terrorist/criminal incident, any incident involving chemical, biological, radiological, or nuclear weapons will need to be handled as a hazardous material release as well. See the [Hazardous Material Release Annex](#) for more information.

- Mass casualties and/or fatalities: As terrorists seek to make dramatic statements, many incidents include large losses of life and/or injuries. In these cases, see the [Mass Casualty and Mass Fatality Annex](#) for more information on this function.
- Building inspection: If structures are affected in the incident, particularly when an explosion is present, building safety may become a top priority. Initially, first responders must follow standard practices to ensure their own safety when trying to rescue others and remain out of unstable structures. As soon as practical, qualified building inspectors and/or engineers should be used to determine the stability of affected structures.
- Investigation: Beginning early in the response, investigation by law enforcement agencies, and public health officials in the case of bioterrorism, is conducted. This process should be facilitated to the extent possible to allow for evidence gathering, processing, investigation, and the apprehension of suspects to possibly prevent future attacks.
- Public information: Any terrorist attack will have high levels of media and public attention. Additional resources will likely be needed for the public information function alone. See the [Public Information Annex](#) for more information on this function.
- Coordination: Most terrorist incidents will involve a wide variety of federal, state, and local authorities. Local incident managers should be prepared for an influx of officials with a variety of jurisdictional authorities and responsibilities and enable the coordination and support of these efforts. The wide spectrum of possible attacks may also require involvement at the command level from non-traditional response agencies such as public health for bioterrorism, veterinarians for animal bioterrorism, or information technicians for cyberterrorism.

➤ Decision Point: *Terrorist incident involves radiological and/or nuclear materials.*

Initially, standard hazardous material release practices should be followed. See the [Hazardous Material Release Annex](#) for additional information. Certainly, state and federal assistance will be needed for radiological and nuclear incidents. Additional information and definitions related to radiological and nuclear incidents follow.

Radioactive Fallout – Fallout can be categorized into either the early (localized) fallout or the delayed (worldwide) fallout. Localized fallout is defined as those particles that reach the earth’s surface within 24 hours after the nuclear explosion. The delayed fallout consists of smaller particles that ascend into the upper levels of the atmosphere and are carried to all parts of the earth. The delayed fallout is brought down to the earth’s surface by rain or snow over periods ranging from months to years. Fallout is radioactive. Its intensity and hazard to the public is dependent upon the length of time since the nuclear explosion, the distance between the fallout particles and the organism, and the mass (material/substance) between the fallout and the organism. Note: People exposed to radiation do not become radioactive. Radiation sickness is not contagious or infectious; it cannot be “caught” from another person.

Fallout Shelter – The space or facility used to protect the occupants from radioactive fallout. The criterion for the shelter includes a protection factor and a minimum of ten cubic feet of floor space per occupant in a ventilated structure or 500 cubic feet of space per person in an unventilated space.

Protection Factor – A number used to express the relationship between the amount of fallout radiation that would be received by a person in a completely unprotected location compared with the amount that would be received by a person in a protected location. The Protection Factor only refers to fallout and not the other effects (heat and blast) of a nuclear explosion. The Protection Factor relationship can be determined by dividing the radiation measured inside the structure into the outside measured radiation.

Electromagnetic Pulse (EMP) – Energy radiated by a nuclear weapon detonation of a very high frequency range that may damage electronic equipment or components.

If a nuclear attack occurs or is expected, the 911 dispatch centers will be notified through the National Warning System (NAWAS). The county will then alert the public through the methods outlined in the [Warning Annex](#). Information on fallout shelters and other protective actions should be included in the local warning information.

U3. Organization and Assignment of Responsibilities

The responsibilities listed here are specific to this hazard. Note that all entities, whether listed or not, are also responsible for their basic disaster and emergency responsibilities as outlined in the [Base Plan, Section 3.2](#), as applicable.

The following entities are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid.

911 Dispatch

- Alert local emergency responders of the potential of a terrorist act if initial reports indicate such.

Law Enforcement

- Secure and control access to affected areas (i.e. perimeter control, evacuation routes).
- Maintain civil authority.
- Request or recommend declarations of evacuation, emergency, and/or disaster to the local governing body, as appropriate.
- Investigate criminal activities related to the disaster.
- Assist the local health board and local health officer in enforcing isolation and quarantine orders. (MCA 50-2-116)
- Serve as the link to the Montana All Threat Intelligence Center (MATIC).

Public Health

- Initiate special prevention measures (vaccinations, etc.), if necessary.
- Initiate isolation and quarantine procedures, if necessary. (MCA 50-2-116)

Other Entities

- Perform other duties as needed and assigned.

U4. Direction, Control, and Coordination

Terrorist incidents in Park County will often be managed with Unified Command between law enforcement, the jurisdictional fire department, and emergency medical services / ambulance. The Principal Executive Officers / Local Elected Officials are ultimately responsible for the protection of the public. Other state and federal agencies having jurisdiction may also need to be integrated into the command system. Unified Command will facilitate both crisis management and consequence management activities while providing for the anticipated expansion of operations as a wide variety of resources and agency representatives arrive to provide support. Additional information on the direction and control function can be found in the [Direction and Control Annex](#) and [Base Plan, Section 4](#).

U5. Information Collection and Dissemination

U5.1 Information Collection for Planning

Table U5.1A lists the key information needed and possible sources when preparing for and conducting operations during terrorism incidents.

Table U5.1A Possible Information Sources

<i>Information Type</i>	<i>Source</i>
Biological Agent Information	<ul style="list-style-type: none"> – Park County Health Department – Montana DPHHS – Veterinary Providers
Localized Threat Information for Law Enforcement	<ul style="list-style-type: none"> – Law Enforcement – Montana All Threat Intelligence Center
Public Threat Information	<ul style="list-style-type: none"> – US Department of Homeland Security, National Terrorism Advisory System

U5.2 Public Information

Information regarding the public information function can be found in the [Public Information Annex](#).

Accurate and timely information, disseminated to the public and media immediately and often over the course of the response, is vital to minimize accomplishment of the terrorist’s objectives. Consistent and expedited information can calm anxieties and reduce unhelpful public responses such as panic or spontaneous evacuations that hamper response efforts and further the objectives of the initiators of the event.

The following information should be provided to the public, as appropriate:

- Description of current situation
- Areas affected or potentially affected
- Protective actions needed or recommended (i.e. evacuation, shelter-in-place, etc.)
- Awareness and procedures for reporting suspicious activity, if additional attacks are possible
- Road and area closures and expected duration
- Shelter, mass care, and mental health services information, if necessary
- Disaster recovery information

U6. Communications

See the [Communications Annex](#) for more details on emergency communications in Park County.

U7. Administration, Finance, and Logistics

U7.1 Finance/Administration

For additional information on the Finance/Administration function, particularly the importance of recordkeeping, see the [Base Plan, Section 7.1](#).

U7.2 Logistics

For additional information on disaster and emergency logistics, see the [Base Plan, Section 7.2](#).

U8. Plan Development and Maintenance

See the [Base Plan, Section 8](#) for additional information on annex development, review, revision, and exercise.

U9. Authorities and References

U9.1 Authorities / References

None.

U9.2 Acronyms

See the [Base Plan, Section 9.4](#) for the list of acronyms used in this plan.

U10. Attachments

None.