

Chapter 10D—Terrorism/Weapons of Mass Destruction (WMD)

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*Chapter 10D**Terrorism/Weapons of Mass Destruction*

INTRODUCTION

The events of September 11, 2001 weakened the public's confidence in the government's ability to protect our homeland from a terrorist attack. While international terrorism is principally a federal responsibility, the reality is states and local agencies must be ever vigilant to such threats on the homeland through preventative measures and prepared to respond to the consequences of any and all attacks.

On September 14, 2001, Governor Jeb Bush formally directed the Florida Department of Law Enforcement (FDLE) and the Florida Division of Emergency Management (FDEM) to immediately complete a comprehensive assessment of Florida's capability to prevent, mitigate and respond to a terrorist attack.

Terrorism, as defined in Chapter 775.30, Florida Statutes,

775.30 Terrorism; defined. As used in the Florida Criminal Code, the term "terrorism" means an activity that:

- (1)(a) Involves a violent act or an act dangerous to human life which is a violation of the criminal laws of this state or of the United States; or
- (b) Involves a violation of s. 815.06; and
- (2) Is intended to:

- (a) Intimidate, injure, or coerce a civilian population;
- (b) Influence the policy of a government by intimidation or coercion; or
- (c) Affect the conduct of government through destruction of property, assassination, murder, kidnapping, or aircraft piracy.

A terrorist incident can affect property, critical infrastructure, single or multiple victims, or any combination of these. Due to the complexity of such an incident, it is imperative that first responders implement the National Incident Management System (NIMS).

While an Incident Command System (ICS) is used to manage scenes every day, the complexity of a terrorist event will demand the implementation of a Unified Command soon after the arrival of first responders. When the magnitude of an incident exceeds the capabilities and resources of the local responders, the ICS command function can readily develop into a Unified Command system. Such a system will provide a comprehensive and unified response to meet the unique requirements of each incident.

As applicable, responders should consult Chapter 9, Section C on Hazardous Material, Chapter 10, Section C on Law Enforcement, and Chapter 10, Section B on Mass Casualty *Florida Operations Guide* when a terrorist incident precipitates a hazardous materials release and/or a mass casualty incident. Responders should be acutely aware of the unique nature of a terrorism incident. A major response may involve responders from multiple agencies at the local, state, and federal levels. To ensure coordination, all responding agencies must operate as one Unified Command.

Outside assistance may originate from local, regional, state, and federal agencies.

Primary Agencies

Regional Response (Regional Domestic Security Task Force, RDSTF):

Pursuant to F.S. 943.0312, the FDLE has established a RDSTF in each of the seven operational regions of the department. Co-chairs head each RDSTF, one of whom is a Sheriff and the other is the FDLE Special Agent in Charge. The RDSTFs address the unique prevention and response needs for terrorism and WMD incidents. The RDSTFs are the mechanism by which the Commissioner of FDLE coordinates prevention and initial response activities.

Operational Coordination

The Commissioner of FDLE, as the State Incident Commander, exercises the authority to coordinate the initial response to acts of terrorism through the RDSTF(s), which provide immediate regional response in support of the local incident commander. The Florida Division of Emergency Management (DEM) is responsible for coordinating statewide assets in support to the impacted local jurisdiction(s). Response operations support Prevention efforts from the time of attack until the lead for Unified State Command transitions from the Incident Commander to the State Coordinating Officer, thus assuring a single integrated management structure. This response includes:

- Coordinate initial response during the unstable escalation of post-event timelines

- Support the extended response to local incident command

State Support Resources

In the event of a potential or actual terrorist event the State Emergency Operations Center (SEOC) will be activated. The level of activation may vary depending on the magnitude and consequences of the event. The State and Regional FUSION centers monitor activity on a continuous basis to obtain and analyze criminal activity in coordination with local, state and federal agencies.

State resources include but are not limited to:

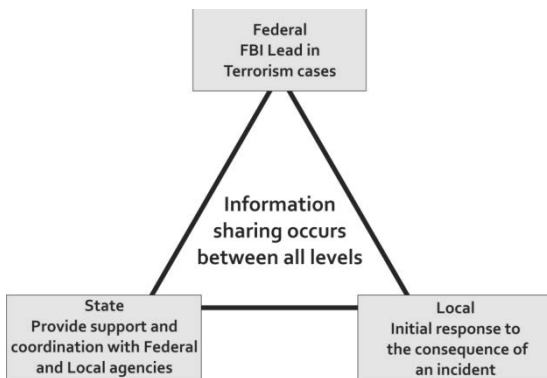
- Regional CBRNE capable bomb teams
- State Medical Response Teams
- Environmental Response for hazardous materials
- Large animal response
- Communication assets
- Incident Management Teams

Federal Response

The federal response lead by the FBI may support the need for a Joint Operations Center (JOC). The JOC will house all of the federal response elements and when appropriate, co-locate with the State Emergency Operations Center.

Organizational Charts

In the following figures, Unified Command is designated by a triangle. The triangle acts as a pinwheel, allowing the triangle to rotate and place the responsible agency in the lead role.

Figure 33 – Unified Command**State Resource Coordination**

- The State Unified Command will determine the necessity of activating the RDSTF as a MAC.

Incident Contained in One County

- An incident affecting one county may necessitate the activation of the County EOC.
- The incident may require the activation of the State EOC to an appropriate level to support local actions.
- RDSTF and JFO shall communicate closely with all affected and activated County EOC.

Incident in Multiple Counties, Single Region

- Incident(s) affecting multiple counties will necessitate the activation of each county's EOC.
- RDSTF and JFO shall communicate closely with all affected and activated CEOC.

Multiple Regions and Multiple Counties

- In the case of wide spread incidents or incidents crossing regional lines, each region must activate the appropriate RDSTF.
- Unified Command should be established to handle each scene or each geographical area affected.
- In some cases Unified Command may establish Divisions as outlined in ICS protocol to handle multiple scenes in the same jurisdictions. Local Commanders must determine which part of the ICS will best manage the event.
- It is recommended that Federal response include JFO Federal JOC should be established in conjunction with SEOC when the incident affects a large area or multiple areas of the state.

Notification Process for Terrorism/WMD Incident

During any incident establishment of ICS assures that there will be an efficient management system. A terrorism/WMD incident makes the early establishment of ICS imperative.

The safety of responding personnel, as well as the citizens involved, depends on the actions of those managing the incident. Early implementation of a Unified Command System will assure that the scene is managed properly and that all agencies receive notification in a timely fashion.

Listed below is the notification protocol:

- a. A report of an incident is received. It is important to realize that the incident may be reported as a terrorist attack when it is actually not. The opposite is also true. Units arriving at an incident must always be vigilant that the extraordinary event could be a staged attack. In any

- incident involving an explosion or suspected gas release, responders should always be cognitive of a potential secondary device.
- b. Supervisors initially arriving establish ICS and request additional resources as needed.
 - c. Once units are on the scene and have confirmed a terrorist incident, the County Warning Point (CWP) and the local Emergency Management must be notified in accordance with local protocols.
 - d. The appropriate County staff is notified.
 - e. The State Watch Office (SWO) is notified.
 - f. The SWO ensures notification of affected CWP(s). The affected County(s) may activate their EOCs to the level necessary to support the impacted jurisdiction.
 - g. The SWO notifies the appropriate Emergency Support Functions (ESF) and State staff.
 - h. ESF 16 (Law Enforcement) will notify FDLE affected Regional Operations Center (ROC) and RDSTF.
 - i. The SWO notifies the appropriate Federal agencies.
 - j. The State Emergency Operation Center will be activated to the level necessary to assist local operations.

Responders Recognizing Terrorist Events

Emergency responders may be the targets of terrorism/WMD. Early identification of a potential threat is imperative. Once a potential or actual terrorist threat or incident is identified, precautions need to be implemented immediately to ensure that responders have the tactical advantage.

Normal response patterns should be adjusted based on the following criteria.

Tools for Recognition

Type of Facility

- Occupancy
- Symbolism/History
- Public Assembly
- Controversial facility
- Critical Infrastructure
- Critical Facility
- Vulnerable Facility

Types of Event

- Bombing or Incendiary
- Incidents involving firearms
- Non-traumatic mass casualty incident
- Epidemiological Incidents

Conditions

- Ideal attack weather conditions, little air movement, inversions, buildings, subway
- Situations that place victims in choker points

Timing of Incident

- Timed for maximum casualties
- Historic or significant dates

Other Observations

- Unusual casualty patterns or symptoms
- Odors
- Out-of-place containers or dissemination devices

Units must avoid choke points and should identify and maintain an exit from the scene.

Specific Agency Related Actions

The following are agency specific considerations as those disciplines approach an actual or suspected incident involving terrorism/WMD:

Law Enforcement

- Stop, Look and Listen – quickly assess situation
- Identify immediate danger zone – notify other responders
- Establish inner perimeter – contain and control
- Officer safety
 - Secondary devices
 - PPE
 - Time, distance, shielding
 - Isolate/secure scene, establish control zones (inner and outer)
- First supervisor/additional officer(s) on scene
 - Establish Incident Command and unify with all agencies having jurisdiction
 - Determine joint command post location
 - Establish personnel accountability system
 - Determine safe area and set up outer perimeter
 - Establish ingress and egress
 - Consider staging area
 - Use clear text for communications with other agencies
 - Coordinate with other responding agencies
 - Continue to evaluate scene
- Initiate public safety measures
 - Evacuate

Fire/Rescue

- Isolate/secure the scene, deny entry, establish control zones
- Establish Command

- First Arriving Command Officer establishes Unified Command with all agencies having jurisdiction
- Insure common communications
- Clear text
- Evaluate scene safety
- Stage incoming units
- Gather information regarding the incident, number of patients, etc.
- Assign ICS positions
- Initiate notifications

Emergency Medical Service/Health

- Isolate/secure the scene, establish control zones
- Establish Command
- First Arriving Command Officer establishes Unified Command with all agencies having jurisdiction
- Insure common communications
- Utilize Clear text
- Evaluate scene safety/security
- Stage incoming units