Terrorism 1
Preface

The purpose of this annex is to provide procedures for centralized and coordinated management of response activities in the event of a terrorist incident in order to best protect the population and property in Sedgwick County. Additionally, its purpose is also to aid in the development of a comprehensive, coordinated, and integrated response capability, involving all levels of government, to effectively assess the threat of and vulnerabilities to terrorism acts within Sedgwick County, as well as prevent, mitigate against, respond to, and recover from an actual terrorist incident that may occur.

Introduction

Policy and Guidelines

In accordance with U.S. counterterrorism policy, the FBI considers terrorists to be criminals. FBI efforts in countering terrorist threats are multifaceted. Information obtained through FBI investigations is analyzed and used to prevent terrorist activity and, whenever possible, to effect the arrest and prosecution of potential perpetrators. FBI investigations are initiated in accordance with the following guidelines:

- Domestic terrorism investigations are conducted in accordance with The Attorney General’s Guidelines on General Crimes, Racketeering Enterprise, and Terrorism Enterprise Investigations. These guidelines set forth the predication threshold and limits for investigations of U.S. persons who reside in the United States, who are not acting on behalf of a foreign power, and who may be conducting criminal activities in support of terrorist objectives.

- International terrorism investigations are conducted in accordance with The Attorney General Guidelines for FBI Foreign Intelligence Collection and Foreign Counterintelligence Investigations. These guidelines set forth the predication level and limits for investigating U.S. persons or foreign nationals in the United States who are targeting national security interests on behalf of a foreign power.

Although various Executive Orders, Presidential Decision Directives, and congressional statutes address the issue of terrorism, there is no single federal law specifically making terrorism a crime. Terrorists are arrested and convicted under existing criminal statutes. All suspected terrorists placed under arrest are provided access to legal counsel and normal judicial procedure, including Fifth Amendment guarantees.

Definitions

There is no single, universally accepted, definition of terrorism. Terrorism is defined in the Code of Federal Regulations as “the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives” (28 C.F.R. Section 0.85).

The FBI further describes terrorism as either domestic or international, depending on the origin, base, and objectives of the terrorist organization. For the purpose of this report, the FBI will use the following definitions:

- Domestic terrorism is the unlawful use, or threatened use, of force or violence by a group or individual based and operating entirely within the United States or Puerto Rico without foreign direction committed against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof in furtherance of political
or social objectives.

- International terrorism involves violent acts or acts dangerous to human life that are a violation of the criminal laws of the United States or any state, or that would be a criminal violation if committed within the jurisdiction of the United States or any state. These acts appear to be intended to intimidate or coerce a civilian population, influence the policy of a government by intimidation or coercion, or affect the conduct of a government by assassination or kidnapping. International terrorist acts occur outside the United States or transcend national boundaries in terms of the means by which they are accomplished, the persons they appear intended to coerce or intimidate, or the locale in which their perpetrators operate or seek asylum.

The FBI divides terrorist-related activity into two categories:

- A terrorist incident is 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.
- A terrorism prevention is a documented instance in which a violent act by a known or suspected terrorist group or individual with the means and a proven propensity for violence is successfully interdicted through investigative activity.

**Situation**

All communities are vulnerable to acts of terrorism. Intelligence gathering and tactical capabilities vary between jurisdictions as well as levels of government. The fact that an emergency or disaster situation was a result of a terrorist act will not be always evident during the initial emergency response phase, and may not be determined until days, weeks, or months after the event has occurred.

Terrorist events will occur with little or no warning and involve one or more of a variety of tactics to include but not limited to bombing, chemical, biological, and nuclear incidents, hostage taking, etc. The local and state emergency response organizations must develop the tactical capability to quickly recognize and respond to the range of potential tactics that could be employed locally as well as regionally. The effects of a chemical, biological, or a nuclear terrorist act will likely overwhelm local, regional, and state capabilities.

**Planning Assumptions and Considerations**

In the review of this annex of the Sedgwick County Emergency Operations Plan, by Fire Rescue Consultants, LLC; Manhattan, Kansas, the following deficiency(ies) were noted regarding the terrorism and counter-terrorism functions in Sedgwick County. These deficiencies and their corrective action are detailed as follows.

- Presently not all first responders are trained in criminal/terrorist programs.
- Although this training program is relatively new to the State of Kansas, these programs are available to the City of Wichita and the immediate area through the Nunn-Domenici-Lugar Act, and several other sources.
- Some of these are available free of charge. It is the recommendation of Fire Rescue Consultants, LLC; that all response personnel receive this type of training.

**Roles and Responsibilities**

The Sedgwick County Office of Emergency Management is based on a broad, functionally oriented, multi-hazard approach to disasters that can be quickly and effectively integrated with all levels of government. In the initial stages of response to and recovery from a terrorist event, the existing Sedgwick County Emergency Management Office will provide the
framework under which local and county resources will be deployed and coordinated.

Upon arrival of regional, state and federal resources, command and control of response and recovery operations will be structured under a unified command organization that will include but not limited to the following: the Sedgwick County Emergency Management Coordinator, the State Coordinating Officer (SCO), the Federal Coordinating Officer (FCO), FBI-Special Agent-In Charge, Kansas Highway Patrol, and a State-on-Scene Coordinator. The designation of the State-On-Scene Coordinator may change depending on the type of incident and as more senior officials arrive at the scene.

The Unified Command Organization will be modified to include representatives from other emergency support functions (e.g., fire, health, public works, communications) as well as private industry depending on the following factors: the terrorist tactic(s) employed, the challenges presented to the emergency management community in responding to and recovering from the tactic(s), the target group involved, and the community impacted.

The Federal Bureau of Investigation (FBI), by Presidential Directive (PDD-39), is in charge of the response to a terrorist incident. The Federal Emergency Management Agency, in coordination with the Kansas Division of Emergency Management and the Sedgwick County Office of Emergency Management, will support the FBI in coordinating and fulfilling non-law enforcement response and recovery missions. The Kansas Highway Patrol in coordination with local law enforcement personnel will be supporting the FBI in their functional responsibilities.

**Concept of Operations**

**Hazard Analysis / Plan Development**

The Sedgwick County Emergency Management Coordinator, in coordination with local, regional, and state law enforcement officials, will conduct a hazard analysis to identify groups that may pose a threat to the community, as well as facilities or activities that may be at risk or potential targets of terrorist acts. A capability assessment will be conducted to identify what resources will be needed to effectively respond to and recover from the potential situations identified. A listing of resources available within the jurisdiction, as well as in and outside of the region, from public and private sources, will be developed. Potential target facilities and activities should be evaluated in terms of what measures could be implemented to mitigate against potential acts of terrorism. Facility plans should be developed, reviewed, and tested in coordination with the appropriate local, state, and federal government agencies.

**Incident Management System**

In responding to any emergency or disaster situation within Sedgwick County, the Incident Management System will be utilized to effectively organize and integrate multiple disciplines into one multifunctional organization. This command system consists of five functions that include the following: command, operations, planning, logistics, and finance/administration. An Incident Commander is responsible for ensuring that all functions identified above are effectively working in a coordinated manner to fulfill the established objectives and overall management strategy that were developed for the emergency at hand. An Operations Chief, who reports directly to the Incident Commander, shall be designated to conduct the necessary planning to ensure operational control during emergency operations.

**Site Assessment/Security**

To insure public safety, as well as facilitate response and recovery initiatives, security and access control measures in and around the disaster site will be implemented immediately by first responders. The area will be quickly evaluated to implement any protective actions, as well as the use of protective equipment by response personnel entering the area in order to conduct life saving activities. Once it is suspected or determined that the incident may have been a result of a terrorist act, the Sedgwick County Emergency Management Coordinator will notify the Kansas Division of Emergency Management, who will in turn notify the appropriate state and federal agencies. Local law enforcement will immediately begin working with the Sedgwick County Emergency Management Coordinator, and the local Fire Chiefs, and other emergency support functions on-scene to ensure that the crime scene is preserved to the maximum extent possible.
Unified Command

Response to a suspected, threatened or actual terrorist event will typically involve multiple jurisdictions and levels of government. These situations will be managed under a Unified Command Organization. Members of the Unified Command are jointly responsible for the development of objectives, priorities, and an overall strategy to effectively address the situation. The Unified Command Organization will be structured very similarly to the Incident Management System already in place and functioning at the county level.

All agencies involved in the emergency response report to one Incident Command Post and follow one Incident Action Plan similar to a single command structure. The Operations Section Chief, who is designated by the Unified Command, will be responsible for the implementation of the plan. The designation of the Operations Section Chief is based on a variety of factors that may include, but not be limited to, such things as existing statutory authority, which agency has the greatest involvement, the amount of resources involved, or mutual knowledge of the individuals qualifications. A Joint Information Center will be established to support the Unified Command. It will be composed of Public Information Officers from essentially the same organizations that are represented in the Unified Command.

Tactical Support

Once Federal authorities have been notified of a suspected, threatened, or actual terrorist incident, a federal interagency Domestic Emergency Support Team (DEST) will be rapidly deployed to the scene. This team will consist of members who have the technical expertise to deal with a full range of terrorist tactics to include biological, chemical, and nuclear incidents. In the case of an incident involving nuclear materials, weapons, or devices, the Department of Energy’s Nuclear Emergency Search Team (NEST) will be deployed to provide the necessary technical assistance in responding to and recovering from such events. Local, regional, and state specialized teams (e.g., haz-mat, crime, narcotics, gang, hostage, etc.) who have skills, equipment, and expertise to support these operations, will support these teams as directed.

Preserving the Crime Scene

Due to the very nature of terrorist acts involving a variety of tactics, law enforcement personnel will work in tandem with one or more emergency support functions to preserve the crime scene, while carrying out life saving actions, implementing the necessary protective actions, developing strategies to protect response personnel, and in defining and containing the hazard. Therefore, while responding to the incident and carrying out their functional responsibilities, first responders become potential witnesses, investigators, and sources of intelligence in support of the crime scene investigation. As such, they must be trained in looking at the disaster area as a potential crime scene that may provide evidence in determining the cause of the event and identifying the responsible party(ies).

Responders must also be aware that the crime scene may harbor additional hazards to responders as they carry out their responsibilities. Emergency support functions will have to review and modify their response procedures to ensure that the crime scene can be preserved to the extent possible without compromising functional responsibilities or standards of service.

Accessibility Policies

Once the lifesaving activities and investigation of the crime scene are completed and the area is considered safe, the area will be made accessible to damage assessment teams, restoration teams, property owners, insurance adjusters, media, etc. However, access to the area may still be limited depending on the extent of damage sustained, general conditions of the area, and who is requesting access. Accessibility and reentry policies will be developed, in cooperation with the appropriate local, county, state, and federal officials, to define who will be given access to the damaged areas, any time restrictions regarding access, whether escorts will be necessary, and what protective equipment will be required, if any, to enter the area. Methods to facilitate identification and accountability of emergency workers, media, insurance adjusters, property owners, etc. will also be developed for safety and security purposes, utilizing some system of colored badges, name tags, arm bands, etc. Security personnel will be responsible for enforcing these policies and procedures developed. Areas on-site that pose a potential hazard or risk will be identified and cordoned off with the appropriate isolation and warning devices.
Training / Exercising

Trained and knowledgeable response personnel are essential in effectively assessing the scene, and recognizing situations that may be of a suspicious nature or that could pose additional harm to responders as well as the general population. The Sedgwick County Office of Emergency Management will ensure that all response personnel have a basic course to enhance their awareness to enhance recognition of such situations. Also, responders will be trained to fulfill their functional responsibilities in the context of a crime scene environment that may pose a variety of unique health, safety, and environmental challenges. Responders will have a thorough understanding of their responsibilities in responding to a terrorist act, as well as how their role and responsibilities interface with other state and federal response components of the terrorist response and recovery team.

To ensure an effective response capability, Sedgwick County’s training for terrorist incidents will be integrated with state and federal training programs and based on state and federal guidance. Training will focus on tactical operations for explosive, chemical and biological agents, hostage taking, skyjacking, barricade situations, kidnapping, assaults and assassinations. Local specialized crime units such as gangs, organized crime, narcotics, as well as hazmat teams will have skills that terrorism training can use and build upon.

Incident Management Actions

Normal Operations

1. Establish the Unified Command Management System as the organizational framework that representatives of local, state, federal government will operate under while responding to and recovering from acts of terrorism.

2. Identify critical systems/facilities within the community, assess their vulnerability to terrorist actions, and development and implement the necessary mitigation and response strategies.

3. Access local and regional resource capabilities in context of potential terrorist tactics

4. Identify sources of special equipment and services to address shortfalls identified in capability assessment.

5. Develop protective actions for response personnel, as well as the general population at risk, to follow in responding to a suspected or actual terrorist event involving a variety of tactics.

6. Provide guidance for potential terrorist targets to follow in assessing their vulnerability to such events as well as in developing mitigation strategies and response capabilities.

7. Coordinate and integrate planning efforts of critical public and private systems and facilities in order to ensure an effective response to, recovery from, and mitigation against terrorist attacks.

8. Enhance and broaden local and regional response capabilities by developing a training program that integrates local, state, and federal resources.

9. Ensure local and regional capability to effectively address mass casualty and mass fatality incidents involving both uncontaminated and contaminated victims.

10. Develop the necessary decontamination, contamination, containment, and monitoring procedures to ensure the safety of response personnel, the evacuated population, and the general population in situations involving chemical, biological, and radiological agents.

11. Identify and address potential legal, environmental, and public safety health issues that may be generated by such events.
12. Prepare mutual aid agreements with surrounding jurisdictions to augment local resources.

13. Develop and coordinate the necessary pre-scripted announcements with the Public Information Office regarding the appropriate protective actions for the various terrorist tactics and situations that may confront the jurisdiction.

**Increased Readiness**

Although terrorist actions occur with little or no warning, there may be situations where notice of terrorist actions may be received by the jurisdiction, target facility, or individual(s) just prior to the event occurring.

1. Alert appropriate local, county, state, and federal agencies that have the expertise, resources, and responsibility in mitigating against, responding to, and recovering from such events.

2. Attempt to prevent an event from occurring by locating and eliminating the hazard, identifying and apprehending responsible party(ies).

3. Notify the public of a threat implement and advise risk population of the necessary protective actions to take in context of anticipated events.

4. Stage multiple resources out of harms way and in areas that can be effectively mobilized.

**Emergency Operations**

1. Dispatch emergency response teams to disaster area.

2. Establish a command post and utilize the Unified Command Management System to effectively integrate and coordinate response resources and support from all levels of government.

3. Provide for the security of evacuated areas, critical facilities, resources, and the impacted area to protect crime scenes and facilitate response and recovery efforts.

4. Develop, implement, and enforce accessibility policies that will define who will be given access to the damaged and impacted areas, any time restrictions regarding access, whether escorts will be necessary, and what protective gear and identification will be required, if any, to enter these areas.

5. Implement the necessary traffic control measures that will facilitate evacuation from the risk area and enhance and complement site security measures following the event.

6. Activate mutual aid agreements as necessary.

7. Establish a Joint Information Center to coordinate the timely and appropriate release of information during the response and recovery phases.

8. Coordinate and track resources (public and private), and document associated costs.

**Advisories**

More specific recommendations can be found in the Sedgwick County Homeland Security Advisory Color Code System Guide.

**Recovery**

1. Upon completion of crime investigation, restore the scene to condition prior to an event.
2. Continue to monitor area as necessary for any residual aftereffects.

3. Maintain protective actions as situation dictates.

4. Continue to coordinate and track resources, and document costs.

5. Continue to keep public informed of recovery developments.

6. Develop and implement long-term environmental decontamination plans, as necessary, in coordination with the appropriate local, state and federal government agencies.

**Continuity of Government**

Continuity of Government is contained in ESF #5 - Emergency Management

**Administration and Support**

**Support**

Requests for emergency assistance will be resolved at the lowest level direction and control facility with appropriate response resources capabilities. Unresolved assistance requests will normally flow upward from cities to the county, and/or field deployed command posts to responsible representatives in the State Emergency Operations Center (SEOC), and as required to other states or the federal government for assistance support.

**Agreements and Understandings**

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services, will be in accordance with the provision of laws and procedures.

The Proclamation of a State Disaster issued by the Governor may suspend selected rules and regulations that affect support operations. The primary agency will determine the specific impact of the situation and inform the ESF group members.

**Status Reports**

The primary agency will maintain status of all outstanding assistance requests and unresolved ESF-related issues. This information will be summarized into periodic status reports and submitted in accordance with applicable operating procedures.

**Expenditures and Recordkeeping**

Each ESF agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established guidelines.

The first source of funds for expenditures by agencies in response to an emergency, imminent disaster, or recovery from a catastrophic incident, is to be coordinated through the Sedgwick County Division of Finance and the Purchasing Department.

**Critiques**
Following the conclusion of any significant emergency event/incident or exercise, the primary agency representative will conduct a critique of the group activities during the event/incident/exercise.

Support agencies will provide written and/or oral inputs for this critique and the primary agency representative will consolidate all inputs into a final report and submit it to the Sedgwick County Emergency Management Director.