

ANNEX P

Terrorism

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Unified San Diego
County Emergency
Services Organization
And
County Of San Diego

Operational Area
Emergency Operations Plan

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GENERAL

Introduction

The San Diego County Operational Area (OA) developed a Terrorist Incident Emergency Response Protocol which is intended for use by law enforcement and other first responder agencies. The Office of Emergency Services (OES) maintains this Protocol which is classified as “For Official Use Only.”

The Terrorism Protocol describes the countywide collective initial actions that will be taken to prevent or mitigate the effects of a threatened or actual terrorist attack against any jurisdiction within the county. It does not replace the County’s or any jurisdiction’s emergency plans or procedures; rather, it augments existing documents to assist in coordinating the initial planning and response efforts.

The Protocol defines the command and control structures for responding to specific types of Weapons of Mass Destruction (WMD) attacks, provides the actions needed to respond to all phases of a terrorist attack, and identifies the critical response tasks and implementation steps necessary to mitigate an attack. The Protocol includes two appendices, Terrorism Response Matrix and Critical Task Implementation Steps that incorporate critical response tasks and implementation steps.

Purpose

This annex provides a summary of the Terrorist Incident Emergency Response Protocol. This protocol defines the framework for developing and sustaining a comprehensive and integrated approach addressing terrorism in the OA. It is a blueprint for the development of OA efforts for responding to and combating terrorism, with special emphasis on terrorist acts employing weapons of mass destruction (WMD) such as nuclear, biological or chemical (NBC) terrorism in addition to conventional weapons (bombs).

EXECUTIVE SUMMARY

This annex provides a summary of the Terrorist Incident Emergency Response Protocol. This protocol defines the framework for developing and sustaining a comprehensive and integrated approach addressing terrorism in the San Diego County Operational Area. It is an overview for the development of Operational Area efforts for responding to and combating all forms of terrorism, with special emphasis on terrorist acts employing weapons of mass destruction (WMD) such as nuclear, biological or chemical (NBC) terrorism in addition to conventional weapons (bombs).

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Scope

The Terrorism Protocol only addresses the coordination efforts expected of jurisdictions within San Diego County. It does not alter or supplant existing plans, Standard Operating Procedures (SOPs), roles and responsibilities listed under the National Incident Management System (NIMS), the San Diego Operational Area Emergency Operations Plan (OA EOP), or the documents that direct the emergency actions of the individual jurisdictions. This Protocol is not intended to usurp the authority or prerogatives of local jurisdictions.



Readiness Condition Activities

OES has defined three phases of readiness conditions and a fourth phase of response actions that correlate with the OA EOP and the OA Emergency Operations Center (EOC) activities and SOPs. The three readiness conditions are:

- Preparedness
- Increased Readiness
- Alert

Response Actions

Response actions are the initial activities that occur for a terrorist attack within the county. These are used as a guide until the Incident Action Plan for the first operational period is developed and implemented.

Movement between readiness conditions may not be progressive as changing circumstances may require skipping to a more proactive readiness condition based on intelligence and actual events. Certain actions in the readiness conditions correlate to the National Terrorism Advisory System (NTAS) conditions. Additionally, the above phases can cross NTAS condition boundaries. The decision to initiate activities for OES within any of these readiness conditions will be made by the Director of OES or his/her designee in response to conditions or intelligence within the OA, the region, state and/or the nation. The actions in the readiness/response phases and related activities are described in the Terrorism Protocol.

Whole Community Approach

The whole community concept is a process by which residents, emergency management representatives, organizational and community leaders, and government officials can understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their resources, capacities, and interests. Engaging in whole community emergency management planning builds a more effective path to

societal security and resilience. This annex supports the following whole community principles:

- Understand and meet the needs of the entire community, including people with disabilities and those with other access and functional needs.
- Engage and empower all parts of the community to assist in all phases of the disaster cycle.
- Strengthen what works well in communities on a daily basis.

In keeping with the whole community approach, this annex was developed with the guidance of representatives from the OA Cities and representatives from County departments, law enforcement, fire services, emergency management, the access and functional needs communities, and various other stakeholders. The effectiveness of the emergency response is largely predicated on the preparedness and resiliency of the community.

Community Resiliency Consists of Three Key Factors:

1. The ability of first responder agencies (e.g. fire, law and Emergency Medical Services (EMS)) to divert from their day-to-day operations to the emergency effectively and efficiently.
2. The strength of the emergency management system and organizations within the region, to include EOCs, mass notification systems and communication systems.
3. The civil preparedness of the region's citizens, businesses and community organizations.

Focusing on enhancing all three of these components constantly focuses the OA on improving the region's resiliency.

CONCEPT OF OPERATIONS

The Terrorist Incident Emergency Protocol addresses actions to be taken during a response to a terrorism event. Activities are described for the three readiness phases as well as the initial response phase.

Each phase is related to the National Terrorism Advisory System (NTAS) and has specific intelligence and warning indicators and triggers. Different actions are defined for County and City governments.

The Protocol contains a matrix that outlines the roles of the multitude of agencies involved in a response to a terrorist attack. This helps to ensure a coordinated response among the different disciplines and provides an understanding of their roles and how they relate to the other responding agencies.

The final portion of the Protocol lists those Critical Tasks identified by the Department of Homeland Security. The tasks address the host of functions necessary for readiness



postures to terrorist threats and for the initial response to attacks. Functions include investigation, detection, identification, health/hazard assessments; monitoring, sampling and surveying operations; alert and mobilization of OA EOC staff; protective actions, emergency public information; etc. The Protocol provides a detailed breakdown of the steps required for each task/function.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Local law enforcement and/or fire agencies will initially serve as the lead agency during any land-based terrorist incident, until such time that the Federal Bureau of Investigations (FBI) can assume the lead role.

If the terrorist incident involves an environmental hazard, the Environmental Protection Agency is likely to be involved in coordinating the response. For any terrorist incident impacting the maritime environment (i.e. oil spill, chemical leak, etc.) the United States Coast Guard Captain of the Port will be the Incident Commander in charge of Response until a Unified Command can be established. The Federal Government may designate a Principal Federal Official for events of national significance.

When the terrorist incident is confined to one of the military bases within the OA, the Department of Defense (DoD) will serve as the lead agency, with support from other federal agencies, and state and local agencies as necessary. If the incident extends beyond the confines of the military base, the DoD will likely initiate a Unified Command structure with the affected jurisdictions.

All other agencies play a supporting role in the response to a terrorist incident, and may be a part of a Unified Command. Supporting agencies/organizations are designated as such based on their ability to provide equipment, personnel and expertise in support of functional tasks.

Organization

A Unified Command structure is commonly utilized for a coordinated response to any terrorist incident. The Unified Command provides the platform for an effective response by allowing individual agencies to carry out their own jurisdictional responsibilities. Whether supporting the lead agency directly, or supporting a Unified Command structure, OES will work with law partners in implementing a coordinated region-wide response effort. OES and other responding agencies will respond under the established structure and direction of the lead agency. The OA EOC and jurisdictional EOCs within the OA will all work together to support the federal response under the National Incident Management System (NIMS).

Assignment of Responsibilities

All agencies are responsible for the following:

- Assist with fulfilling intrastate and interstate mutual aid when possible.

- Provide situational and operational status reports in accordance with existing procedures and/or as requested by the primary agency.
- Support and coordinate services for people with disabilities and other access and functional needs.
- Capture costs associated with response.

For specific agency responsibilities, refer to standard operating procedures (SOPs) and other supporting plans of each individual support agency.

Support Functions

Various support agencies take the lead for specific response activities within a particular function. In all cases, agencies work through or in close contact with federal and state level law enforcement and intelligence agencies that may have actionable threat information, including:

- Law Enforcement Coordination Center
- State Operations Center
- California Highway Patrol
- Regional Emergency Operations Center
- San Diego Sheriff's Department
- California Border Patrol
- Criminal Intelligence Agency
- Department of Justice
- Immigration and Customs Enforcement
- National Security Agency
- Transportation Security Agency
- FBI
- Defense Intelligence Agency
- Department of Homeland Security
- United States Navy
- United States Marine Corps.
- Department of Defense
- Local Law Enforcement
- Local EOCs



DIRECTION, CONTROL, OR COORDINATION

Activation and Termination

The Director of OES activates this annex based on information obtained from credible sources through established relationships. When this annex is activated OES will remain in coordination with the lead agency and also coordinate with the Law Enforcement Coordination Center (LECC) for terrorist related information. This annex will remain activated until the terrorist threat is no longer present and the OA EOC is no longer activated as a result of the emergency subsiding.

Coordination

The OA EOC will assign a liaison to coordinate with the lead agency or Unified Command. Through the liaison, the OA EOC will be able to communicate its needs and support for the response.

The LECC plays a major role in coordination, communication, and information sharing for terrorist related intelligence. OES will typically send a liaison to the LECC during an incident and may even request a liaison be present in the OA EOC. The LECC and the OA EOC support one another on any requests for assistance.

When terrorism is suspected or confirmed at the local level, the local jurisdictions share information with the LECC and vice versa. The LECC disseminates developed information and makes appropriate notifications to affected public safety agencies and state law enforcement agencies. Based on the information received from the LECC, OES will coordinate with the Regional Emergency Operations Center (REOC) and/or the State Operations Center (SOC) to support the local response.

The LECC works with federal, state, regional and local law enforcement agencies and serves as the state repository for homeland security information and incident reporting. The LECC provides real-time intelligence support to law enforcement and public safety authorities and consolidates information and data on suspicious activities and threats from all jurisdictions.

The LECC, the OA EOC, and the REOC and/or SOC actively share information before and during terrorist incidents, and are of central importance in effective information gathering and sharing, enhancing emergency management functions at each response level.



INFORMATION COLLECTION AND DISSEMINATION

The sharing of information is a vital part of the response. The LECC, working with the OA EOC, and other supporting agencies, will attempt to collect, develop, collate, analyze and disseminate important information to the Incident Commander or Unified Command and other appropriate stakeholders. The Incident Commander or Unified Command will coordinate with the appropriate Public Information Officer (PIO) or Joint Information Center (JIC) concerning the dissemination of information to the media and the public.

Law enforcement and emergency management personnel coordinate the release of any specific local warnings or informational messages to the public ensuring accessibility and the needs of the whole community are adequately addressed. Due to the sensitivity of some law enforcement and intelligence sources and methods, it may be necessary to restrict dissemination of information to selected emergency management and health



officials in some instances. Information providers, such as the LECC, provide the information, its classification level, and a recommendation on what to share and what not to share. The decision to share the information rests with the Incident Commander or Unified Command. Information being released by the OA EOC will follow the guidelines established in Annex L: Emergency Public Information. All jurisdictional PIOs will coordinate information sharing via the Regional Communications Protocol.

The effectiveness of coordination and control, communications and warning functions depend on teamwork among key decision-makers and responsible entities.

COMMUNICATIONS

All responding agencies will need to maintain constant communication during any terrorist incident response. To ensure a common operating picture, the OA will utilize WebEOC to ensure all partners have a clear understanding of response priorities and operations.

Notification and Warning

The LECC will notify the OA EOC of any terrorist incident and each agency will take appropriate notification actions as outlined in internal SOPs. The OA EOC will notify appropriate partners of an OA EOC activation and notify appropriate personnel to report to the OA EOC.

Timely warnings of an emergency conditions or an incident are essential to preserving the safety of county residents as well as establishing an effective incident response.

Internal Communications

All communications should be transparent between all responding agencies, and incident communications should be kept internal as it may be classified as “for official use only” information. When communicating, all incident response personnel should use plain language to avoid any confusion (no acronyms or abbreviations).

ADMINISTRATION, FINANCE, AND LOGISTICS

Under the Standardized Emergency Management System (SEMS), special districts are considered local governments. As such, they are included in the emergency planning efforts throughout the OA. The OA Emergency Organization, in accordance with SEMS, supports and is supported by:

- Cities within the OA
- The County of San Diego
- Special districts
- Other Counties
- The State of California
- The Federal Government

NIMS provides a consistent nationwide template to enable Federal, State, local, and tribal governments and private-sector and nongovernmental organizations to work together effectively. NIMS also enables these entities to efficiently prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity, including acts of catastrophic terrorism.

Mutual aid, including personnel, supplies, and equipment, is provided in accordance with the California Master Mutual Aid Agreement, and other OA Mutual Aid Agreements.

The private sector is an important part of the emergency organization. Business and industry own or have access to substantial response and support resources. Community Based Organizations (CBOs) or Non-Governmental Organizations (NGOs) provide valuable resources before, during, and after a disaster. These resources can be effective assets at any level. OES has established the ReadySanDiego Business Alliance. The Alliance will have a virtual connection to the OA EOC via a social networking system fed through an RSS feed from WebEOC.

There are some City and County personnel who do not have specific task assignments. They are automatically designated by State Law as Disaster Service Workers (DSWs) during a disaster, and serve in the response effort.

- "All public employees and all registered volunteers of a jurisdiction having an accredited disaster council are Disaster Service Workers," per Government Code Title I, Division 4, Chapter 8, and Labor Code, Part I, Division 4, Chapters 1 and 10.

- The term public employees includes all persons employed by the State, or any County, City or public district.
- Other personnel including volunteers can be quickly registered by OES as DSWs, which provides Workers Compensation and liability coverage.

OES maintains a list of pre-registered volunteers affiliated with volunteer organizations that have been signed up as DSWs.

It is imperative that local government maintain duplicate records of all information necessary for restoration of normal operations. This process of record retention involves offsite storage of vital computerized and paper-based data that can be readily accessible.

Vital records of the Unified Organization are routinely stored in records storage rooms at OES in printed hard copy form, on CD-ROM, and electronically. Computer records are routinely backed up and stored separately from the hard drives. All personnel records are stored by the County Department of Human Resources at several locations throughout the OA.

ANNEX DEVELOPMENT AND MAINTENANCE

This annex is a product of the OA Emergency Operations Plan (EOP). As such, the policies, procedures, and practices outlined in the OA EOP govern this annex. OES coordinates the maintenance and updates of this annex every three to four years, in accordance with the maintenance schedule established for the OA EOP. Record of changes, approval, and dissemination of the OA EOP will also apply to this annex.



Updates to this annex can be made before such time for multiple reasons, including but not limited to changes in policy/procedure, improvements and recommendations based on real life events or exercises, etc. Recommended changes should be submitted to OES at oes@sdcounty.ca.gov

AUTHORITIES AND REFERENCES

According to the State of California Emergency Plan, local government has the primary responsibility for protecting public health and safety in any incident. More specifically, in a terrorism incident, local responders will manage all aspects of the incident until the FBI assumes command, by virtue of its legal authority, of the law enforcement aspects relating to identifying, apprehending, and neutralizing the terrorists and their weapons. Local and state authorities always maintain control of their response resources and continue to operate utilizing SEMS.