

Escambia County Terrorism Incident Response Annex

I. Definitions

Biological Weapon - Microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

Comprehensive Emergency Management Plans (CEMP) - The documentation of a planning process required by Chapter 252, Florida Statutes, at the state and county level to establish policies and procedures needed to prepare for, respond to, recover from, and mitigate the impacts of all types of natural, technological, and criminal/hostile disasters.

Chemical Weapon - Solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

Community Emergency Response Teams (CERT) - Groups of individuals from the general public organized on the neighborhood level and provided training to conduct initial search, rescue and emergency medical operations during a disaster until relieved by local emergency response organizations.

Cyber Terrorist Attack - An intentional effort to electronically or physically destroy or disrupt computer network, telecommunication, or Internet services that could threaten critically needed community services or result in widespread economic consequences.

Department of Environmental Protection (DEP) Environmental Response Team (ERT) – A special team consisting of Department of Environmental Protection environmental investigators, emergency responders and uniformed officers along with representation from the departments of Health, Transportation, and Agriculture and Consumer Services, and the United States Environmental Protection Agency’s Investigative Division. The ERT is available to support incident commanders with hazardous material issues but is not limited to hazardous material and industrial chemicals. The Environmental Response Team personnel can be on scene within three hours and the full team deployed within twelve hours of notification.

Emergency Operations Center (EOC) - A centralized facility housing representatives of emergency support functions for purposes of the identification, mobilization, coordination, and allocation of personnel, equipment, and materials to support the unified command at the incident scene. **Local Emergency Operations Center** refers to either a county and/or a municipal Emergency Operations center. Escambia County’s EOC is located at 6575 North “W” Street, Pensacola, Florida 32505

Emergency Support Function (ESF) - That portion of a comprehensive emergency management plan that describes a grouping of similar or interrelated support activities necessary for managing the impacts of a disaster.

Florida Infrastructure Protection Center (FIPC) - 24-hour/7 days-a-week alert center for tracking acts of cyber terrorism, including cyber crime and computer hacking, aimed at Florida's government, financial services, utility, and other critical infrastructures. It functions in coordination with the National Infrastructure Protection Center (NIPC).

Forward Coordinating Team - A group of representatives of the Federal organizations mobilized to a terrorist incident scene to advise the local unified command.

Fusion Center - a collaborative effort of state and federal agencies working in partnership with local partners to share resources, expertise, and/or information to better identify, detect,

prevent, apprehend and respond to criminal and terrorist activity utilizing an all crimes/all hazards approach. The multidisciplinary approach of a fusion center increases the awareness of potential threats and enhances what has traditionally been a law enforcement mission.

Incident Command System (ICS) - A standardized management system designed for control and coordination of field emergency response operations under the direction of an Incident Commander through the allocation and utilization of resources within pre-defined functional and/or geographic areas.

Joint Coordinating Element (JCE) – A terrorism/WMD incident will involve the response of Federal agencies including the Federal Bureau of Investigation (FBI). Presidential Decision Directive/NSC-39 (PDD-39) outlines federal response and places the FBI as the federal lead for crisis management during a terrorism/WMD incident. Other agencies of the Federal Government provide assistance to state and local agencies as outlined in the National Response Framework, Terrorism Incident Response Annex. Federal agencies will co-locate in a Joint Coordinating Element and liaison with the local authority. Florida responders should be familiar with this operational plan in order to accommodate federal agencies in to the Unified Command structure.

Joint Information Center (JIC) - A location and/or operational unit staffed by the public information officers of all key responding agencies, impacted jurisdictions, or other groups closely involved in the incident in order to provide for coordination and consistency in media management operations.

Joint Operations Center (JOC) - The location at or near the scene of a terrorist incident from where Federal response operations in crisis management are coordinated.

National Pharmaceutical Stockpile (NPS) - A national repository of antibiotics, chemical antidotes, life-support medications, IV administration and airway maintenance supplies, and medical/surgical items that is designed to re-supply state and local public health agencies in the event of a biological and/or chemical terrorism incident anywhere, at anytime within the United States.

Potential Threat Elements (PTE) - Any group or individual regarding which there are allegations or information indicating a possibility of the unlawful use of force or violence, specifically the utilization of a weapon of mass destruction, against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of a specific motivation or goal, possibly political or social in nature.

Public Information Officer (PIO) - An individual from an organization or jurisdiction participating in the event that is designated to prepare and release public information regarding the situation and the response.

Regional Domestic Security Response Resources - Pre-designated emergency responders from local agencies and organizations that are specifically trained and equipped to support the local incident commander at the scene of a terrorist incident involving a weapon of mass destruction at any location in the state.

Regional Domestic Security Task Force (RDSTF) - Pursuant to FS 943.0312, the Florida Department of Law Enforcement (FDLE) has established a Regional Domestic Security Task Force (RDSTF) in each of its seven operations regions. The RDSTFs are the means through which the Commissioner of FDLE executes the crisis management responsibility.

Regional Response Coordination Center (RRCC) - An emergency coordination center established by the Federal Emergency Management Agency that is used for coordination of Federal resource requests.

State Regional Operations Center (SROC) – A major Florida Department of Law Enforcement regional office that is capable of establishing limited operational coordination. There is a Center located within each of seven regions throughout the State.

Terrorism – Terrorism, as defined in Chapter 775.30, Florida Statutes, is an activity that involves a violent act or an act dangerous to human life which is a violation the criminal laws of this state or of the United States or involves a violations of s.815.06, Offenses against Computer Users and is intended to intimidate, injure, or coerce a civilian population, influence the policy of a government by intimidation or coercion or affect the conduct of government through destruction of property, assassination, murder, kidnapping, or aircraft piracy.

Unified Command - The adaptation of the Incident Management System in which all key local, state, and/or Federal agencies cooperatively participate in planning, decision-making and resource coordination in support of the designated Incident Commander.

Weapon of Mass Destruction (WMD) - (1) Any explosive, incendiary, 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.

II. Introduction

The historic, demographic, social and political makeup of Escambia County has proven it could be a possible target of terrorism and/or the use of Weapons of Mass Destruction (WMD).

Escambia County was in the national spotlight on December 24, 1985 when the first of several domestic terrorist incidents related to abortion issues resulted in the bombing of a women's clinic in Pensacola.

Pensacola is also the home of a Naval Air Station and the navy's pre-eminent aviation unit, the Blue Angels, which contributes to the risk of foreign and domestic threats and/or the use of WMD.

Terrorism, as defined by U.S.Code Title 22, Ch. 38, Para. 2656f(d)(2), “...means *premeditated, politically motivated violence perpetrated against noncombatant targets by subnational groups or clandestine agents;*” Several acronyms for the tools from which to carry out a terrorism act has evolved over the years to include biological, nuclear, incendiary, chemical or explosive materials (B-NICE), or chemical, biological, radiological, nuclear, and explosives (CBRNE). Neither contains all of both, but the fact remains, whether it is CBRNE or B-NICE, they are tools of the act of terrorism. With the dependence of computers growing with each moment of everyday, we must also not forget the potential for cyber-terrorism, a new letter for the acronym dictionary.

With the exception of cyber-terrorism, it is imperative to remember, specifically as first responders, incidents that are believed to be terrorist acts will be treated as a hazardous materials incident with the additional complicating factor that it is also considered a crime scene. First responder safety is paramount. But as first responders respond, being aware of the surroundings and disturbing the crime scene as little as possible, is significant in the manner in which all first responders respond.

This annex is not designed to provide actual procedures and protocols. Procedures and protocols have been designed to support this annex and the County CEMP and will be managed and implemented by individual agencies and organizations that provide those specific on-scene services, to include law enforcement, fire-rescue, emergency medical services, and other local support agencies as it may relate to clean-up and disposal. This annex will provide broad responsibilities with the specific notification process to engage those responsible response agencies for a response

to a potential incident.

III. Authorities/References

1. LOCAL

- Escambia County Comprehensive Emergency Management Plan
- Escambia County Emergency Operations Center Standard Operating Procedures
- Escambia County Fire Department Local Protocols
- Escambia County HAZMAT Team Response Protocols
- Escambia County Emergency Medical Services HAZMAT Protocols
- CFR 1910.120 Hazardous Materials Operations
- Emerald Coast Utilities Authority Facilities Operations Plans
- Emerald Coast Utilities Authority Engineering Manual
- Emerald Coast Utilities Authority Emergency (Disaster) Plan

2. STATE

- Chapter 252, Florida Statutes (Florida Department of Community Affairs)
- Chapter 943, Florida Statutes (Florida Department of Law Enforcement)
- Chapters 154 & 381, Florida Statutes (Florida Department of Health)
- State of Florida Terrorism Incident Response Plan (Annex B to the State of Florida Comprehensive Emergency Management Plan)
- RDSTF Standard Operations Guide, Regional Multi Agency Coordination Groups August 2008
- Florida Comprehensive Emergency Management Plan/Protocol, Response to Suspicious Letter or Container with a Potential Biological Threat
- Northwest Florida Regional Domestic Security Task Force, Regional Protocol
- Florida Regional Domestic Security Task Force Standard Operations Template-DRAFT (11/16/2006)
- RDSFT State Working Group on Domestic Preparedness, Public Information and Joint Information System (JIS) and Joint Information Center (JIC) Protocol

3. FEDERAL

- National Response Framework (NRF)
- National Incident Management System (NIMS)
- Homeland Security Presidential Directive (HSPD) 5, 7, & 8
- Presidential Decision Directive (PDD)- 39 unclassified
- PDD- 62 unclassified
- PDD- 63 unclassified
- Established State/Federal Health Guidelines
- FEMA's Guide for All-Hazard Emergency Operations Plan, Attachment G
- The U.S. Government Interagency Concept of Operations Planning

IV. Assumptions

The following assumptions are being provided to:

- a. A terrorist incident may be made readily apparent to the responding organizations by the characteristics of the impacts or a declaration on the part of the perpetrators, or may be very

difficult to initially detect and identify because of uncertainty as to the cause or extent of the situation.

- b. The resources and/or expertise of local agencies could quickly be depleted by a response to a major terrorist incident and its consequences. Extensive use of Area, State, and Federal resources and intrastate mutual aid agreements must therefore be anticipated.
- c. Specialized resources, as well as those normally utilized in disaster situations, will be needed to support the response to a terrorist incident. Such resources may not be located in the Area or in the State of Florida.
- d. Resources from local, state, and federal agencies, as well as from private organizations, will be made available on a timely basis upon request and as appropriate.
- e. All state and local response agencies and organizations will establish and participate in a unified command structure at or near the scene, with the potential of the EOC being activated as the size of the incident response may dictate the need for it.
- f. Federal agencies with statutory authority for response to a terrorist incident, or for the geographic location in which it occurs or has impacted, will participate in and cooperate with the unified command structure established by the responding local jurisdiction.
- g. A terrorist event may result in the timely activation of the County Comprehensive Emergency Management Plan. When needed, the Florida Division of Emergency Management (DEM) will activate the State Comprehensive Emergency Management Plan (CEMP), and the Federal Emergency Management Agency (FEMA) will activate the National Response Framework (NRF) in support of the local response effort.
- h. This annex assumes the local resources and procedures for such related operations as hazardous material response, mass casualty incident management, law enforcement, search and rescue, and others will be in place for those appropriate responding agencies and will be utilized when needed during a terrorist incident.
- i. Should the EOC and the CEMP be activated, the response will be coordinated utilizing the ESF concept within the EOC, with significant efforts being coordinated through ESF 3, 4, 6, 9, 10, and 16 utilizing the process within the CEMP that this annex supports.
- j. For terrorist events involving weapons of mass destruction, there may be a large number of casualties. Injured or ill victims will require specialized medical treatment, potentially including decontamination and medical facilities and may require establishing temporary medical operations in the field. Fatally injured victims may be numerous and their bodies contaminated or infectious. Special mortuary arrangements are likely to be necessary.
- k. For terrorist incidents involving damage or disruption to computer systems, telecommunication networks, or Internet systems; disturbance to vital community networks for utilities, transportation, or communication; and/or could endanger the health and safety of the population at risk, interrupt emergency response operations, and result in substantial economic losses.
- l. There will be extensive media interest in a terrorist event and media management operations will require resources beyond those needed for other types of emergency management operations.

V. Purpose

This annex establishes the policies and programs that will be utilized by local agencies to prepare for, respond to, and recover from a threatened or actual emergency resulting from a terrorist attack. This annex supports the County Comprehensive Emergency Management Plan (CEMP) in how it responds utilizing the Incident Command System with the roles and responsibilities outlined within the CEMP itself.

VI. Scope

Awareness to the potential threat or the result of an incident as a terrorist act is all first responder's responsibilities. Response is a coordinated effort by all response agencies utilizing the Incident Command System.

Primary Objectives in Response to a Terrorist Act

The following points are the main objectives for the first responders to a terrorist incident:

- 1) Protect the lives and safety of the citizens and first responders;
- 2) Isolate, contain, and/or limit the spread of any cyber, nuclear, biological, chemical, incendiary, radiological, or explosive devices;
- 3) Identify the type of agent/devices used;
- 4) Identify and establish control zones for the suspected agent used;
- 5) Ensure emergency responders properly follow protocol and have appropriate protective gear;
- 6) Identify the most appropriate decontamination and/or treatment for victims;
- 7) Establish victim services;
- 8) Notify emergency personnel, including medical facilities, of dangers and anticipated casualties and proper measures to be followed;
- 9) Notify appropriate State and Federal agencies;
- 10) Provide accurate and timely public information;
- 11) Preserve as much evidence as possible to aid in the investigation process;
- 12) Protect critical infrastructure;
- 13) Fatality management; and
- 14) Protect property and environment.

A. RESPONSIBILITIES

The authorities detail the specific responsibilities that each level and functional agency of government will possess during a terrorism incident and/or the use of WMD. Keeping in mind, that through the Unified Command Structure in a terrorist incident, the incident itself may require response from numerous agencies to include fire, EMS, and law enforcement, and not only may there be a need to respond to a fire, a HAZMAT situation, with a need to respond to the medical needs of those impacted, and the fact that the scene is also a crime-scene,

1. LOCAL

- As outlined within the Escambia County Comprehensive Emergency Management Plan.
- As outlined within this Terrorism Annex.
- As outlined within local agency's specific plans, policies and procedures.
- Added Local Responsibilities.
- Implementation of the Notification, Alert and Warning system described herein.
- Recurring training on terrorism/WMD incident recognition for all first responders.
- Responsibilities identified in the subsequent Escambia County Terrorism SOP.

2. STATE

- As outlined within the State of Florida Comprehensive Emergency Plan.
- As outlined within the Terrorism Incident Response Annex to the CEMP.
- As outlined within state agency's specific plans, policies and procedures.
- As outlined by the Regional Domestic Security Task Force (RDSTF).

3. FEDERAL

- As outlined within the National Response Framework.
- As outlined within Presidential Decision Directives - 5, 7, 8, 39, 62 & 63

- As outlined within the Terrorism Incident Response Annex to the FRP.
- As outlined within federal agency's specific plans, policies and procedures.

B. PREPAREDNESS

Local Vulnerability Assessments

Much effort has gone into the intelligence community in an effort to detect, deter, and/or stop potential terrorist incidents from occurring. The law enforcement community at the local, State, and federal level have created programs, processes, teams, and task forces to try and reduce the threat of terrorism in this country. Within that effort, there is an infrastructure assessment process that identifies critical infrastructure within every community, and assesses the potential risks, vulnerabilities, and hazards that may increase the chances of a facility or operation to be targeted within a community.

Unfortunately, there is no one process or program that is capturing vulnerability assessments on facilities or operational programs. Some efforts are hazard specific, whether man-made or natural hazards, some efforts only capture a piece of a broader type of hazard. There are some efforts underway to try and consolidate the assessment data, but it is currently very slow going, at best.

The data that is collected, and can be found in different databases, is designed to be utilized by planners to prioritize mitigation efforts against specific hazards for those facilities, and can be utilized by on-scene response agencies to quickly learn everything possible about a particular facility that may have been impacted by disaster, the potential hazardous contents that they need to be wary of when entering a facility, if at all, and the environment around the facility that could pose additional risks to infrastructure and first responders. For example, it may be valuable to know that an accounting business that is currently on fire is located next to an ice manufacturing plant that has numerous storage tanks filled with hazardous materials. Not only do first responders need to know what those chemicals may be, but need to know to protect those tanks from the potential fire from the building next door.

Efforts are underway from a variety of agencies with a different perspective on gathering this assessment data. Assessments are being done by some local, State, and federal agencies;

1. Local Mitigation Strategy (LMS) groups have done limited public infrastructure vulnerability assessments against natural hazards such as flooding and hurricanes. Data is collected and maintained in excel spreadsheets.
2. Local emergency management, working through the State of Florida maintains a vulnerability assessment on "302" type facilities that maintain a minimum supply of certain types of hazardous materials on-site. This data is maintained through a program called Computer-Aided Management of Emergency Operations (CAMEO)
3. The Local Emergency Planning Council (LEPC) utilizes a Hazardous Materials Information Resource System database to maintain information on specific types of hazardous materials facilities. This data is available to local fire departments, law enforcement agencies, and HAZMAT teams to enhance response information and capabilities.
4. The Florida Department of Environmental Protection Agency maintains a Small Quantities Generator database for generators that have small fuel storage tanks on site.

5. Florida Division of Emergency Management, through local emergency management programs maintains assessments and critical facilities lists through spreadsheets and a GIS database that is assessed based upon natural disaster impacts and the need for power restoration to support critical service operations.
6. The Florida Department of Law Enforcement implements a federal program, focused on domestic security and the potential threats and vulnerabilities of such on critical infrastructure and maintains their data in another database called Automated Critical Asset Management Systems (ACAMS)
7. The Environmental Protection Agency has a Risk Management Plan that has a process to capture assessment data.

And there may be many other databases of information that are being collected by other agencies. Depending upon the specific incident type, those agencies with the specialty for response will have access to information resources to enhance their response capabilities.

These assessment databases continue to be developed, new site locations assessed and added to the databases, and with a need to update the data over time due to changes to facilities, their operations, their storage capacities and contents, as well as, the constant changes in their external environments through local development and redevelopment efforts of the community.

Notification, Alert, and Warning System

In the wake of the *9/11* incident, the federal government developed the Homeland Security Advisory System (HSAS) to provide a comprehensive and effective means to disseminate information regarding the risk of terrorist acts to federal, State, and local authorities and to the American people. The system provides warnings in the form of a set of graduated "Threat Conditions" that would increase as the risk of the threat increases. At each Threat Condition, Federal departments and agencies would implement a corresponding set of "Protective Measures" to further reduce vulnerability or increase response capability during a period of heightened alert.

This system is intended to create a common vocabulary, context, and structure for an ongoing national discussion about the nature of the threats that confront the homeland and the appropriate measures that should be taken in response. It seeks to inform and facilitate decisions appropriate to different levels of government and to private citizens at home and at work.

Severe Condition (Red)



A Severe Condition reflects a severe risk of terrorist attacks. Under most circumstances, the Protective Measures for a Severe Condition are not intended to be sustained for substantial periods of time. In addition to the Protective Measures in the previous Threat Conditions, Federal departments and agencies also should consider

the following general measures in addition to the agency-specific Protective Measures that they will develop and implement:

1. Increasing or redirecting personnel to address critical emergency needs;
2. Assigning emergency response personnel and pre-positioning and mobilizing specially trained teams or resources;
3. Monitoring, redirecting, or constraining transportation systems; and
4. Closing public and government facilities.

High Condition (Orange)



A High Condition is declared when there is a high risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, Federal departments and agencies should consider the following general measures in addition to the agency-specific Protective Measures that they will develop and implement:

1. Coordinating necessary security efforts with Federal, State, and local law enforcement agencies or any National Guard or other appropriate armed forces organizations;
2. Taking additional precautions at public events and possibly considering alternative venues or even cancellation;
3. Preparing to execute contingency procedures, such as moving to an alternate site or dispersing their workforce; and
4. Restricting threatened facility access to essential personnel only.

Elevated Condition (Yellow)



An Elevated Condition is declared when there is a significant risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, Federal departments and agencies should consider the following general measures in addition to the Protective Measures that they will develop and implement:

1. Increasing surveillance of critical locations;
2. Coordinating emergency plans as appropriate with nearby jurisdictions;
3. Assessing whether the precise characteristics of the threat require the further refinement of preplanned Protective Measures; and
4. Implementing, as appropriate, contingency and emergency response plans.

Guarded Condition (Blue)



This condition is declared when there is a general risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Condition, Federal departments and agencies should consider the following general measures in

addition to the agency-specific Protective Measures that they will develop and implement:

1. Checking communications with designated emergency response or command locations;
2. Reviewing and updating emergency response procedures; and
3. Providing the public with any information that would strengthen its ability to act appropriately.

Low Condition (Green)



This condition is declared when there is a low risk of terrorist attacks. Federal departments and agencies should consider the following general measures in addition to the agency-specific Protective Measures they develop and implement:

1. Refining and exercising as appropriate preplanned Protective Measures;
2. Ensuring personnel receive proper training on the Homeland Security Advisory System and specific preplanned department or agency Protective Measures; and
3. Institutionalizing a process to assure that all facilities and regulated sectors are regularly assessed for vulnerabilities to terrorist attacks, and all reasonable measures are taken to mitigate these vulnerabilities.

(source: FDLE Website-November 2006)

Local/Regional Response

Specific response and notification protocols are maintained with local, regional, and state law enforcement agencies. As the federal and local systems compare, there will certainly be gray areas that do not translate equitably, but in general the two systems will be compared as follows for notifications and warnings:

<u>HSAS</u>		<u>Regional Measures</u>
Severe	=	Level #1 WMD Incident
High	=	Level #2 Credible Threat
Elevated	=	Level #3 Potential Threat
Guarded	=	Level #4 Minimal Threat
Low	=	Level #4 Minimal Threat

There are several indicators that could alert the response community to the possibility of terrorism and/or use of a WMD.

Indicators of suspected terrorism and/or the use of WMD may include:

- Identified Targets
- Symbolic or historical
- Public buildings or assembly areas
- Controversial businesses
- Infrastructure systems
- Special Events
- Presence of a BNICE/WMD/CBRNE Agent
 - Biological

- Nuclear
- Incendiary
- Chemical
- Explosive
- Radiological
- A secondary incident, on-scene of initial terrorist event
- Items that seem out of place, containers, spray devices, etc.
- Certain types of Mass Casualty Incidents
- Unexplained illnesses or deaths.
- Terrorist Threat or Threatened Use of WMD
- Unusual circumstances or an obvious man-made act.
- Timing of the event
- Events that occur on the same date of other significant events.
- On-scene warnings
- Responders are Victims

It must be realized that categorization of an incident as a terrorist act may not come until well into the response. For this reason, anytime an "indicator" of terrorism and/or the use of a WMD are present, it is vital that notifications occur and advisory discussions between jurisdictional law enforcement, county emergency management, fire-rescue, EMS, and county health department take place.

When intelligence information is received by "any agency" in Escambia County on the threatened use of terrorism or WMD it must be communicated to the appropriate jurisdictional law enforcement agency so that "appropriate agencies" may be warned of the potential threat. When such information exists, jurisdictional law enforcement should communicate this information with other local, state and federal law enforcement agencies using existing procedures and levels of security with two additions. Emergency Management and the County Health Department will be notified of the situation and of any relevant unclassified information by the appropriate jurisdictional law enforcement agency. In turn, these agencies will confer and agree on one of the following threat levels to be communicated through the law enforcement, emergency management, fire-rescue, EMS, and county health department. Many state and federal government actions are based on these threat levels, it is for that reason that it is vital that the law enforcement, emergency management and health communities' agree on the threat level communications. It must also be recognized that these same threat levels may be communicated down to Escambia County from state or federal agencies.

Due to the sensitive nature of this information, the law enforcement community may not be able to give specific details about a possible event without the possibility of compromising intelligence operations and risking operative's lives. Much reflection and judgment must be used in weighing the risk of compromise versus the possible threat to citizens when warning other agencies.

Level #4 - Minimal Threat:

Received threats do not warrant actions beyond normal liaison notifications or placing assets or resources on a heightened alert (agencies are operating under normal day-to-day conditions).

No further notifications required.

Level #3 - Potential Threat:

Intelligence or an articulated threat indicates a potential for a terrorist incident. However, this threat has not yet been assessed as credible.

Local Notifications:

- Escambia County Sheriff's Office
- Escambia County Emergency Management
- Escambia County Health Department
- Escambia County Fire-Rescue
- Escambia County EMS

Other Local Notifications (If necessary):

- Pensacola Naval Air Station
- Affected local agencies, unless notification increases target risk
- If known, target/location organization unless notification increases target risk
- Comparable Santa Rosa or Baldwin County Agencies

Other Notifications to the State of Florida (If necessary):

- In accordance with Florida Statutes Chapter 943 (Law Enforcement)
- In accordance with Florida Statutes Chapter 252 (Emergency Management)
- In accordance with Florida Statutes Chapters 154 & 381 (Department of Health)
- Northwest Florida Regional Domestic Security Task Force
- State Watch Office

Other Notifications to the Federal Government (If necessary):

- In accordance with PDD – 39, 62, 63 unclassified (Law Enforcement)
- In accordance with National Response Framework (Emergency Management)
- In accordance with State/Federal Guidelines (U.S. Public Health Service)

Level #2 - Credible Threat:

A threat assessment indicates that the potential threat is credible, and/or confirms the involvement of WMD in the developing terrorist incident. Intelligence will vary with each threat, and will impact the level of the Federal response. At this threat level, the situation requires the tailoring of response actions to use Federal resources needed to anticipate, prevent, and/or resolve the crisis. The Federal crisis management response will focus on law enforcement actions taken in the interest of public safety and welfare, and is predominantly concerned with preventing and resolving the threat. The Federal consequence management response will focus on contingency planning and pre-positioning of tailored resources, as required. The threat increases in significance when the presence of an explosive device or WMD capable of causing a significant destructive event, prior to actual injury or loss, is confirmed or when intelligence and circumstances indicate a high probability that a device exists. In this case, the threat has developed into a WMD terrorist situation requiring an immediate process to identify, acquire, and plan the use of Federal resources to augment State and local authorities

in lessening or averting the potential consequence of a terrorist use of WMD.

Local Notifications:

- Escambia County Sheriff's Office
- Escambia County Emergency Management
- Escambia County Health Department
- Escambia County Fire-Rescue
- Escambia County EMS

Other Local Notifications (If necessary):

- Pensacola Naval Air Station
- Affected local agencies, unless notification increases target risk
- If known, target/location organization unless notification increases target risk
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Other Notifications to the State of Florida (If necessary):

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- In accordance with Florida Statutes Chapter 252 (Emergency Management)
- In accordance with Florida Statutes Chapters 154 & 381 (Department of Health)
- Northwest Florida Regional Domestic Security Task Force
- State Watch Office

Other Notifications to the Federal Government (If necessary):

- In accordance with PDD – 39, 62, 63 unclassified (Law Enforcement)
- In accordance with National Response Framework (Emergency Management)
- In accordance with State/Federal Guidelines (U.S. Public Health Service)

Level #1 - WMD Incident:

A WMD terrorism incident has occurred which requires an immediate process to identify, acquire, and plan the use of Federal resources to augment State and local authorities in response to limited or major consequences of a terrorist incident. that may have resulted in mass casualties. The Federal response is primarily directed toward public safety and welfare and the preservation of human life.

Local Notifications:

- Escambia County Sheriff's Office
- Escambia County Emergency Management
- Escambia County Health Department
- Escambia County Fire-Rescue
- Escambia County EMS

Other Local Notifications (If necessary):

- Pensacola Naval Air Station
- Affected local agencies, unless notification increases target risk
- If known, target/location organization unless notification increases target risk
- Comparable Santa Rosa or Baldwin County Agencies

Other Notifications to the State of Florida (If necessary):

In accordance with Florida Statutes Chapter 943 (Law Enforcement)

In accordance with Florida Statutes Chapter 252 (Emergency Management)

In accordance with Florida Statutes Chapters 154 & 381 (Department of Health)

Northwest Florida Regional Domestic Security Task Force
State Watch Office

Other Notifications to the Federal Government (If necessary):

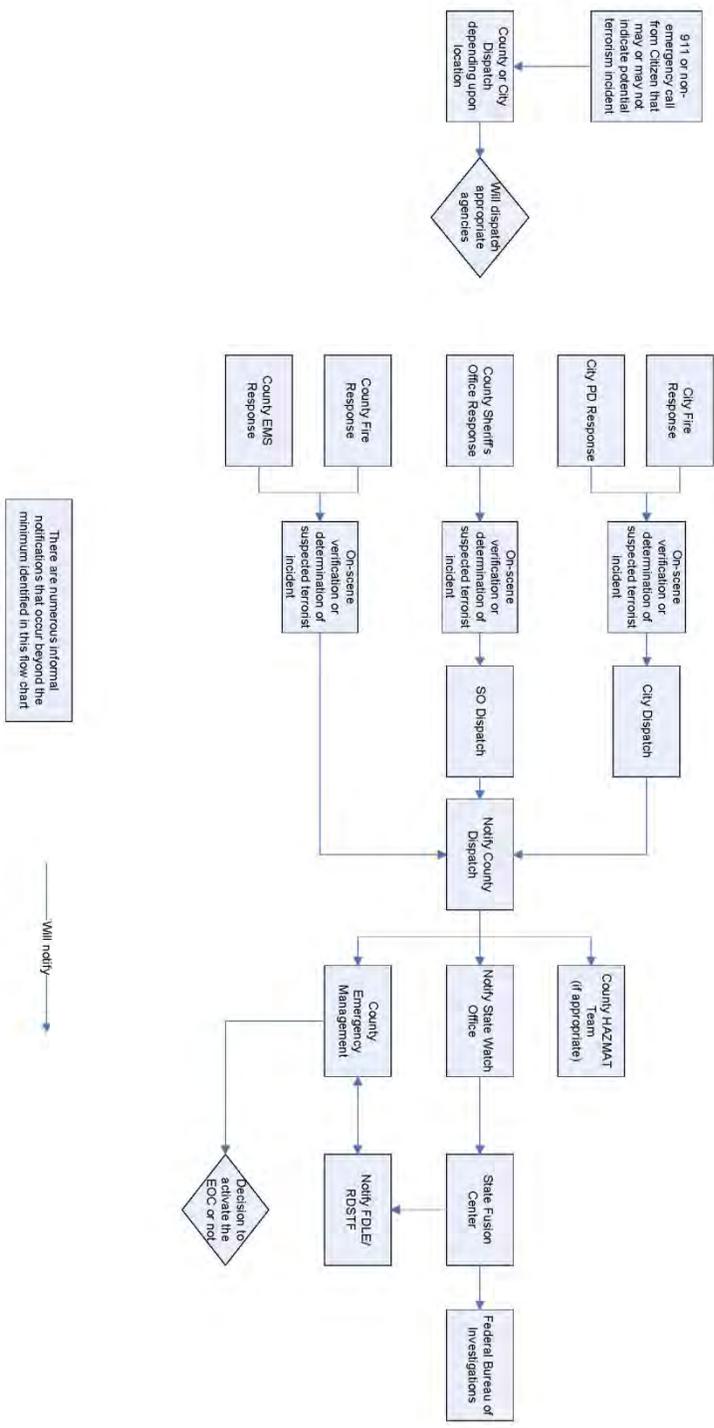
In accordance with PDD – 39, 62, 63 unclassified (Law Enforcement)

In accordance with National Response Framework (Emergency Management)

In accordance with State/Federal Guidelines (U.S. Public Health Service)

Figure 1 below represents the notification flow in general and locally that will occur with a Level 1-3 threat:

Notification Responsibilities/Routing



There are numerous informal notifications that occur beyond the minimum identified in this flow chart

Will notify

Figure 1

C. RESPONSE

Unified Command (Incident Command, Multi-Agency Coordination and Area Command)

In any terrorism incident in Escambia County, State and federal assets will play a significant role; therefore a unified command structure under the Incident Command System (ICS) is of vital importance in the management of any incident. Escambia County promotes the use of incident or unified command on scene for any type of response, as well as, the management structure utilized in the County Emergency Operations Center. Consideration will be given to co-location of local, State, and federal response officials for any terrorist incident with the following guiding principles:

1. Local Response:

The initial response to any terrorist event will be by a local jurisdiction. The first responding units should establish unified command involving all appropriate local organizations and initiate required notification, site security, implement first responder and citizen safety messages and other response operations in accordance with established procedures.

The Florida Incident Field Operations Guide (FOG) (ver. 2006) provides valuable guidance for use by responders when conducting a response to a terrorist or other incidents in Florida. Responders should consult Chapter 18: Terrorism. As applicable, responders should also consult Chapter 13- Hazardous Material, Chapter 19- Law Enforcement, and Chapter 14 Multi-Casualty Branch. The Florida FOG is available in hard copy, and can also be downloaded via http://www.floridadisaster.org/internet_library.htm#FOG

2. State and Regional Response:

In the event that local response capabilities are not adequate to conduct crisis and consequence management operations, State and regional resources will be mobilized with an Executive Order of the Governor. The characteristics or magnitude of a terrorist event may necessitate the activation of the State Emergency Management Operations Center and the State Comprehensive Emergency Management Plan. State resources mobilized through these actions would then be available to local unified command. In addition, the State of Florida has established seven Regional Domestic Security Task Forces (Region I includes Escambia County), to address the unique emergency preparedness needs for terrorist incidents.

A. Regional Domestic Security Task Force (RDSTF)

Pursuant to F.S. 943, the FDLE established a RDSTF in each of the seven operational regions of the department that address the unique preparedness and response needs for terrorism and WMD incidents. The Division of Emergency Management will support and assist the Domestic Security Task Forces with the response of specialized personnel, equipment, and material to support local emergency agencies and organizations responding to an actual or threatened terrorist event. The RDSTFs perform the following functions:

1. Assist in assessing, defining, and monitoring the State's vulnerability to the impacts of a terrorist or cyber-terrorist event;

2. Assist in determining State and local government ongoing needs (specialized personnel, equipment, material, planning, and training) to effectively respond to a terrorist or cyber-terrorist incident;
3. Development of regional standards and guidelines applicable to the safe and efficient emergency response to a terrorist or cyber-terrorist incident;
4. Identify operational concepts to incorporate federal response actions and personnel into the management of a terrorist event and its consequences in the community, and;
5. Work in concert with local emergency management to deploy specialized resources, sponsored by the State, for rapid response to a terrorist event involving weapons of mass destruction;
6. Develop Regional Response Plans to deploy regional resources identified in support of these plans, and;
7. Conduct Regional Response Exercises to test and refine the capability of the RDSTF to deploy regional response assets.

Each region has local agency resources (personnel and equipment) that make up a highly trained cadre of personnel that are equipped for response to a known or suspected terrorist attack involving a weapon of mass destruction. The availability of these designated resources within each of the areas will minimize the time needed for their deployment to support the unified command at the scene of a known or suspected terrorist incident. The available state resources are coordinated through the RDSTFs. Regional assets will include resources capable for response to incidents involving biological, nuclear, incendiary, chemical, and explosive (B-NICE) agents, as follows:

1. Evidence/investigative response team;
2. Special weapons and tactics team;
3. Bomb squad;
4. Hazardous materials response team;
5. Emergency medical services;
6. Hospitals;
7. Laboratories;
8. Public works, and;
9. Fire fighting.

B. Florida National Guard WMD Civil Support Team

The Florida National Guard has two (2) WMD Civil Support Teams comprised of 22-members of specialized National Guard personnel available for deployment to any location in the State when authorized by an Executive Order of the Governor. The team will provide support to the Incident Commander at the scene with highly specialized technical services

that may be needed for the response to a known or suspected terrorist incident involving WMD. The team is available in the State on a seven day, 24 hour basis and is equipped with specialized technical skills and equipment.

C. Florida National Guard Computer Emergency Response Team

The Florida National Guard Computer Emergency Response Team is a team of specialized National Guard personnel with highly specialized technical services that may be needed for the response to a known or suspected terrorist incident involving a cyber terrorism event.

D. Department of Environmental Protection (DEP) Environmental Terrorism Response Team (ERT)

The Department of Environmental Protection, Environmental Terrorism Response Team is a special team consisting of DEP environmental investigators, emergency responders and uniformed officers along with representation from the State Departments of Health, Transportation, Agriculture and Consumer Services, and the United States Environmental Protection Agency's Investigative Division. The team is available to support incident commanders with hazardous material issues. The Environmental Terrorism Response Team personnel can be on scene within three hours and the full team deployed within twelve hours of notification.

3. Federal Response

All Federal Crisis Management Resources will operate as defined under the United States Government Interagency Domestic Terrorism Concept of Operations Plan (CONOPS). The Federal Bureau of Investigation (FBI) is the lead federal agency for Crisis Management and the Federal Emergency Management Agency is the lead federal agency for Consequence Management.

4. Other Participants in the Response Organization

It is possible that the nature of a terrorist event could necessitate other non-government participants in the emergency response organization. Examples that may need to be considered include the following:

1. Owners or operators of the facility in which the event is occurring;
2. Owners or operators of a transportation center, or modes of transportation (for example, airplane, boat, railroad), in which the event is occurring;
3. Non-government expert advisors or consultants, such as university scientists, physicians, or private contractors.
4. Non-government laboratories for threat agent identification;
5. The manufacturer of the threat agent;
6. Rental agents or contractors providing vehicles, equipment, or supplies involved in the event;
7. Health and medical care facilities and mortuaries managing the victims of the incident, and;
8. The owners, operators, clients, or support organizations for computer networks, telecommunication systems, and Internet services threatened

by a cyber terrorist attack.

These organizations or officials may become participants in the Unified Command and/or have liaison personnel deployed to the appropriate state or local emergency operations center.

VII. Transition to Recovery

It must be recognized that recovery from a terrorist incident may be delayed due to the nature of the event. The specific incident location will be a federal crime scene; consequently an extensive and often lengthy investigation may ensue, certainly depending on the type of WMD used. There may be cleanup or decontamination operations that must occur or the structural integrity of facilities may need to be assessed after an incident. All these factors will inevitably delay damage assessment, individual and public assistance and perhaps mitigation activities. To this end, a relatively lengthy recovery process should be anticipated by all Escambia County agencies.

VIII. Document Maintenance and Training

Maintenance of this annex will be in accordance with those procedures set forth in the Escambia County CEMP for reviewing the entire CEMP document. In instances when procedures in this annex are used in exercises or during actual events, lessons learned from these activities should be applied as soon as practical. Training on the contents of this annex will occur annually as part of the overall Escambia County CEMP review for agencies or when review is warranted by other events.