Weapons of Mass Destruction

Nuclear Scenario

FEDERAL EMERGENCY MANAGEMENT AGENCY
EMERGENCY MANAGEMENT INSTITUTE

Acknowledgement

This exercise was developed by the Emergency Management Institute (EMI) in partnership with the Exercise Division of the Preparedness, Training and Exercises Directorate (PT&E).

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Section 1 – Overview of the Course

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Overview of the Course

Introduction

The President of the United States has, through the issuance of Presidential Decision Directive 39 (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local government's efforts to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a series of courses, consisting of three sessions, which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your jurisdiction's needs. This course involves nuclear terrorism.

Purpose

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, nuclear terrorism.

Rationale

Protecting the citizens in a jurisdiction is the primary responsibility of local government officials. The ability to fulfill this responsibility depends on the skills and abilities of local governments to apply their emergency management concept of operations in a timely and proficient manner when a WMD incident occurs.

Objectives

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans, policies, procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional disaster and emergency management staff.
- Determine the adequacy of the jurisdiction's *resources* (e.g., personnel, material, and personal protective and other equipment) for response to and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

Prerequisites for the Course

The course is designed with the following assumptions about participation:

1. The city or county conducting the course has an emergency operations plan (EOP) and standard operation procedures (SOPs).
2. The participants know and understand their roles and responsibilities, as defined by their EOP, are trained in their areas of expertise, and know their jurisdiction.

Target Audience

The following is a list of recommended participants, but it is not all-inclusive.

Recommended Audience for the Course	
Core Recommended Audience • Chief Elected/Appointed Official • Fire Chief • Sheriff, Police Chief • Director, Emergency Services • Director, Public Works • Director, Public Health and Safety • Public Information Officer • Chief Financial Officer • Legal Counsel • Chief Medical Examiner/Coroner • Communications Director **Other Potential Participants** • Transportation Authority (Port Authority, Airport Authority, and/or Area Transportation Authority, etc.)* • Evacuation Coordinator* • Mass Care Coordinator* • Resource Manager	• Chief, Animal Care and Control Agency • Warning Coordinator • Coordinator of Volunteer Organizations • Director, Emergency Medical Service (EMS) • Director, Hazardous Materials Team (HMT)* • State and/or federal Representatives, as appropriate* • Area Military Representatives* • National Guard Representative • Department of Energy (DOE) Representative • Federal Bureau of Investigations (FBI) Representative* • Public Health Service Representative • Centers for Disease Control (CDC) Representative • Environmental Protection Agency (EPA) Representative • U.S. Coast Guard (USCG) Representative • Representatives of neighboring jurisdictions

* The target audience with an asterisk must be invited (if they are available).

Categories of Participants

The course has three categories of participants:

- ***Instructor(s)*** – the person or persons responsible for organizing the course, providing information to the participants before, during, and after the course, and conducting the actual course. The instructor should be skilled in facilitating meetings and have a general understanding of response requirements for WMD incidents. A skilled instructor who is knowledgeable of both the jurisdiction and WMD terrorism related issues would be ideally suited.

  The instructor must have the full support of the jurisdiction's chief administrative officer and be authorized to ask assistance from staff members in preparing for the course.

- ***Participants*** – those carrying out the prescribed course tasks. The participants should include 10 to 15 local government senior staff members. Members of local political bodies and citizen organizations may also be invited to participate at the discretion of the jurisdiction.

- ***Observers*** – persons invited to learn from the course by watching or provide additional resources or advice. Allowing non-participants to observe the course is an effective way to spread the benefit; however, it is optional. The instructor and the participating jurisdiction would make the decision. Observers could be other staff members from participating departments, staff members from non-participating departments, elected or appointed local officials, and jurisdictional representatives. Staff members from other nearby jurisdictions might also be invited. By including observers, a jurisdiction would be increasing the impact of the course as a learning tool.

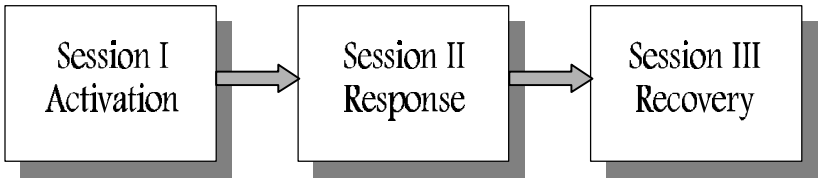
Overview of the Course

Experience demonstrates that preparing in advance improves performance when disaster strikes. This course provides you with an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically nuclear terrorism, so that you can take actions now to be better prepared should a real event occur.

This course simplifies, orders, and rationalizes events during a period of time characterized by incredible confusion and complexity, pressure to do everything at once, and intense emotions. However, each session does cover key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.

The course scenarios are not designed to reflect your jurisdiction's political context, though you should consider how major political issues influence your actions and decisions. This course does not cover the technical details of responding to a terrorist incident involving radiation. Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover. A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course, mainly because it would take too long to adequately explain them. However, a list of resource materials that you can obtain for additional information is provided.

The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



Length and Schedule for the Course

This course is designed for completion over a three-day period, one-half day for each session, though it offers flexibility to jurisdictions. The following is a suggested content outline.

Content Outline
Day One (four to six hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Role of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Purpose of the Session
Objectives of the Session • Instructions • Scenario Background Information
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Day Two (four to six hours)
Session II: Response to the WMD Incident (Nuclear Detonation)
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Action-Planning Session Wrap Up
Day Three (four to six hours)
Session III: Recovery from a Nuclear Terrorism Incident
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Wrap Up
Course Action-Planning Session
Summary and Conclusion

One-Day Plan

Jurisdictions have the option of conducting this course in a single day lasting between eight and ten hours. This option sacrifices much of the detailed validation and/or assessment of current plans and procedures and is not recommended. If this option is selected, the following is a suggested content outline for the course and includes a working level.

Content Outline
Single Day (eight to 10 hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Roles of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up

Session II: Response to the WMD Incident (Nuclear Detonation)
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up
Session III: Recovery from a Nuclear Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Wrap Up of Scenario Discussions
Action-Planning Session
Summary and Conclusion

Section 2 – Conducting the Course

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Conducting the Course

Guidelines for Facilitating the Course

Instructor's Role

The key to an effective delivery is the instructor. The primary role of the instructor is as a facilitator, not as the fountain of all wisdom and the source of all knowledge. The goal is group discussion and participation.

Knowledge

To be effective, an instructor should be prepared with the following:

- An understanding of the course subject matter and the community
- A thorough understanding of emergency management and WMD issues
- Experience in developing, conducting, and participating in similar courses

Presentation Skills

Instruction is often identified with stand-up lectures. However, in this course the skills are learned through facilitation, rather than presentation. For this reason, "presentation skills," take on a greater dimension. These skills can include any of the facilitator skills.

Set the Stage

- Establish a relaxed atmosphere
- State purpose and objectives
- Explain ground rules
- Present the narrative

Leading a Discussion

A discussion format is effective when class members have experience in emergency management. Draw from the participants and be prepared to add examples and explanations from your experience. You will discover that many of the participants will have a wealth of experience, which is a learning source for other participants. Discussions will also reveal knowledge and experience gaps.

The success of a discussion can be measured by how closely two criteria are met:

- Participants' understanding of the concepts, and
- Active participation

Following these general guidelines will increase the success of the discussion:

- Ask open-ended questions
- Push past simplistic solutions and encourage thinking "out of the box"
- Record issues/comments
- Add examples and discussions from your own experience
- Model good listening and response skills

Using Questions Skillfully

A good discussion often grows out of good questioning techniques. The following are some tips:

- Spread your questions around the group
- To ensure that everybody thinks about a question, first direct your question to the whole group and then wait a minute before directing it to an individual.
- Ask challenging or stimulating questions
- Ask open-ended questions

Training Methods

This course is performance-based. The emphasis is less on telling and more on assisting participants to do. The assumption is that participants come with knowledge and experience from which they can draw. To make this course as practical as possible, relate the concepts to participant experiences and problems. Your role as an instructor is to help them apply their experience and knowledge.

Creativity and flexibility are key words in this course. The course requires adaptation to individual needs.

The following is a partial list of requirements to ensure the success of the course:

- Remember to mail the participant checklist to the participants three weeks prior to the class.
- Circulate the class roster and have the participants sign-in.
- To be successful, this course requires a minimum of two instructors.
- The lead instructor must be well versed with emergency management issues and know the jurisdiction and its issues well.
- The secondary instructor must be knowledgeable and well versed in WMD issues.

Responsibilities

Lead Instructor

Must have a deep understanding of the course content and must assume primary responsibility for:

- Modifying the course to meet the unique needs of the jurisdiction
- Serving as the lead facilitator
- Managing and organizing the course
- Maintaining an appropriate pace

Secondary Instructor

The secondary instructor serves as an additional trainer with a firm knowledge of WMD terrorism. The responsibilities include

- Facilitation
- Facility arrangement
- Arranging for special course needs: audio visual equipment and materials, flip charts, newsprint, markers
- Dealing with special needs of participants

Guidelines for Delivery of the Course

1. For participants, select high-level staff persons from 10 to 15 departments to form a small working group in which each participant can interact freely with all others. Invite additional staff members to observe. Refer to the table of suggested participants for guidance (in Section 1).
2. The success of the course depends on total concentration of all participants throughout the course. If possible, arrange to conduct the course away from the normal work place to reduce chances for interruption.
3. Find a room that will display computer-generated presentations, if you are using Powerpoint slides. The room should be equipped with an overhead projector and screen if you are using overheads.
4. The room should contain a large table that will accommodate 10 to 15 individuals and the resource materials such as the map. The walls should allow for taping of flipcharts or pushpins.
5. Let participants know that they must be on time for the course and that they should not have any interruptions due to phone calls or urgent meetings. (Responses to actual disasters or emergencies will, of course, take precedence over course activities.)

Guidelines for Conducting the Sessions

The following are general guidelines for conducting each session during the course; specific guidance is provided in the instructor's introduction to each session.

- The sessions are in rough chronological order, but in reality, many activities would be occurring simultaneously.
- Each scenario is a realistic depiction of a WMD nuclear incident and is designed to accurately stress local response capabilities for the purpose of determining the strengths and weaknesses in the jurisdiction's preparedness program.
- The participants examine a single scenario in three distinct sessions, each examining a different phase of the scenario.
- The instructor introduces each session by highlighting the details.
- Following the introduction by the instructor, each participant reviews the sessions from the point of view of his/her role and responsibilities in the preparation for, management of, and response to the WMD incident.
- Following the review of the information presented in each session, the participants participate in a facilitated discussion to explore the strengths and weaknesses of their plans, procedures, policies, training, and resources.
- All the tasks can be accomplished using the local emergency operations plan, emergency action checklists, and knowledge of local policies and procedures, as indicated.
- At the conclusion of each session, the instructor will debrief participants. The instructor will ask participants to evaluate their jurisdiction's emergency procedures and list positive and negative points. From this list, participants will have materials to enhance their emergency operations plans and action plans.

Course Materials

To conduct the course, you will need to assemble some readily available supplies and standard local documents. Use the following checklists to prepare course materials.

Instructor Workplan

An important aspect of facilitating this course is taking the time to ensure that you are adequately prepared for each phase of the course: before, during, and after. The instructor checklists include specific timelines for completion of tasks. It is strongly recommended that you adhere to these guidelines. You will find instructor checklists at the end of this section.

Participant Checklists

The Participant Checklists should be sent to participants prior to the course. They are included following the instructor workplan. A Participant Roster is included so that you may record attendance.

Course Material Requirements

Exercise: Use the following checklist in preparing for the course.

Training Facilities

- ❑ A meeting room large enough to accommodate participants
- ❑ A table large enough to comfortably seat the invited participants
- ❑ Tables for supplies
- ❑ Extra seating for guests or observers
- ❑ Refreshment table (optional)

Materials and Supplies

- ❑ Instructor Guide and Student Manual developed
- ❑ Copies of all participants' materials, one per person – except where noted. Have a few extras of all materials just in case visitors or participants are added to the course at the last minute. (Refer to the Training Materials Checklist)
- ❑ Copies of all the overheads to be used in the program, arranged in order of use

Equipment and Supplies

- ❑ Overhead projector
- ❑ Computer and screen display equipment (if using Powerpoint slides)
- ❑ Projection Screen
- ❑ Two flipcharts, easels and paper
- ❑ Felt-tipped markers
- ❑ Several rolls of masking tape
- ❑ Name tents
- ❑ Pens, pencils, and writing pads for participants

Documents

- ❑ Jurisdiction's Emergency Operations Plan
- ❑ Standard Operating Procedures
- ❑ Zoning maps
- ❑ Base Maps*

*One or more copies of a base map of the jurisdiction are essential. The map should be the largest scale (most detailed) available that can fit in the room that is to be used for the course. It should show major properties, highways and streets, major facilities, and if available, parcel boundaries. If the jurisdiction is geographically large, a table-top-sized map probably will not show individual parcels. You may want to include pocket-sized maps of the transit system for each participant's use.

Instructor Workplan

Before (six weeks)

Design Phase

Note: Customize the course as appropriate. For example, if there is no transit system in the jurisdiction, adjust the scenario accordingly.

Week One – _____

- ❑ Review objectives of course.
- ❑ Identify and coordinate with local jurisdiction and State points of contact to establish liason.
- ❑ Determine composition of scenario development and conduct teams and assign responsibilities.
- ❑ Identify special local issues for discussion, if any exist. (Example: if responders from different agencies or departments do not have compatible communication systems, include the topic in the facilitated discussion.)
- ❑ Determine format and method of assessment to be used; e.g., report, presentation, etc.
- ❑ Develop detailed milestones for completion; i.e., enter dates on this workplan.

Development Phase

Week Two – _____

- ❑ Review instructor materials and research scenario specific information.
- ❑ Coordinate with local jurisdiction and/or State points of contact to receive copies of local plans, maps, procedures, etc.
- ❑ Coordinate with local point of contact to finalize the date, time, and location of WMD course.
- ❑ Confirm target audience (participants) for course and issue invitations/notifications.

Week Three – _____

- ❑ Review local information and materials, such as EOP, SOPs, maps, etc. (If there are glaring omissions in the EOP or SOPs, be prepared to include the topics in the facilitated discussion.)
- ❑ Develop list of site/location specific information necessary to complete the scenario.
- ❑ Draft agenda for course.
- ❑ Begin content development/scenario revision.
  - – Look for items that appear in *italicized brackets [ ]* within the scenario – these items should be changed so as to be site-specific.
- ❑ Coordinate with State training officer to develop a graphic depiction of the scenario if possible.
- ❑ Send a letter specifying prerequisites for the course, the agenda and draft, and *Participants' Checklist: Before the Course* (included at end of this section).

Instructor Workplan
Before (six weeks)

Week Four – _____

- ❑ Complete and review first draft of scenario.
- ❑ Review scenario based on team components/participants.
- ❑ Determine what additional facilitation aids will be required and begin development of materials.

Week Five – _____

- ❑ Finalize scenario.
- ❑ Review participant and instructor materials.
- ❑ Confirm number of participants and arrange for duplication/production of participant materials – sufficient numbers of binders are needed to provide one per participant.
- ❑ Request biographic summaries on each participant.

Week Six – _____

- ❑ Final review and approval of scenario, participant and instructor materials and other materials.
- ❑ Dry run for conduct.
- ❑ Assemble scenario packages for participants and instructors. Binders should include the following:
  - Binder cover page
  - Inside cover page
  - Agenda
  - Introduction
  - Objectives
  - Ground rules and tips for participants
  - Personal needs matrix
  - Session background and scenarios (these should be sealed – cover page, scenario info – plus any graphics as deemed appropriate and obtained from State or local points of contact, and questions).
  - Action-Planning Questions
  - Action-Planning Matrices
- ❑ Review biographic summary of each participant.

Instructor Workplan
During (one week)

Conduct Phase

Week Seven – _____

Days of Conduct

- ❑ Conduct the course.
- ❑ Evaluate performance and assess training value.
- ❑ Conduct action-planning sessions and "hotwash" debriefing sessions with participants and instructors.
- ❑ Distribute and collect participant evaluation form.

Week Seven – _____

Day after Conduct

- ❑ Debrief among instructors and evaluators.
- ❑ Assess design, development, conduct, and evaluation process.

Instructor Workplan
After (three weeks)

Evaluation Phase

Week Eight – _____

- ❑ Review participant comments
- ❑ Develop outline and begin drafting evaluation for report or presentation purposes.
- ❑ Formulate recommendations for modifications to policy, program, plan or procedures.
- ❑ Incorporate results of action planning session into course report.
- ❑ Complete draft of report/presentation.

Week Nine – _____

- ❑ Review evaluation report/presentation among instructors, evaluators, and state and local points of contact.

Week Ten – _____

- ❑ Incorporate comments as appropriate and revise final version.
- ❑ Present findings to appropriate managers and personnel.

Participants' Checklist

Instructions: Please use the following checklist and mark each item as you complete the task.

Before

- ❑ Locate and review a copy of your jurisdiction's Emergency Operations Plan (EOP).
- ❑ Be knowledgeable about the following Annexes (or their equivalent) in the EOP: Direction and Control, Activation and Notification, Public Warning and Public Information, Communications, Evacuations, Sheltering, Incident Command System (if used in your jurisdiction), Resource Management, Health and Medical, and Intergovernmental and Intragovernmental Liaisons.
- ❑ Locate and review a copy of your jurisdiction's Standard Operating Procedures (SOP) for emergencies, and policies and procedures related specifically to emergencies.
- ❑ Locate and review a copy of your roles and responsibilities during an emergency.
- ❑ If possible, bring a copy of relevant SOPs, and if available, the EOP to the course.
- ❑ Determine if your jurisdiction has a WMD or Terrorism Annex (if you do, bring it to the course).

During

- ❑ Participate fully in the course activities.
- ❑ Use this time to plan how you will work with your jurisdiction to improve your capability to respond effectively to a WMD incident.
- ❑ Respect your peers' opinions.
- ❑ Listen with an open mind.
- ❑ Don't monopolize the conversations.

After

- ❑ Use Action-Planning guides, worksheets, and checklists to initiate planning actions when you're back on the job.
- ❑ Assess your progress in meeting your projected tasks and actions in three and six month intervals.
- ❑ Review your EOP and SOPs at least annually to ensure their currency.
- ❑ Complete any evaluation or after-action reports that are required by your jurisdiction.

Participant Roster

Instructor (s):

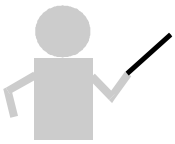
Date:

Time:

Location:

Participant Name	Department/Jurisdiction/Position
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	
13.	
14.	
15.	
OTHER ATTENDEES:	

Emergency Action and EOP Assessment Checklists



Instructor Note

Use the following checklist as a tool during the review of the local EOP.

The blank rows are provided to allow additional analysis and highlight any special innovations contained in the local EOP.

This checklist will provide you a basis for learning about the EOP, SOPs and other documents.

Provide a copy of this checklist (without your notes) to the participants during the final Action Planning Phase.

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Direction and Control			
Describes the command structure, specifying who will be in charge during emergency response operations.			
Specifies the authorities and limitations of key personnel.			
Identifies roles and responsibilities for key personnel during the initial stages of the WMD threat.			
Includes provisions for coordinating and communicating among all jurisdictions and agencies.			
Hazard Assessment			
Contains a hazard vulnerability assessment that looks into WMD incidents, including impact, risk areas, evacuation routes, response efforts, etc.			
Considers special needs for such an event, such as personal protective equipment and need for rapid response.			
References procedures for detection, monitoring, and sampling of WMD agents or materials.			
Notification and Activation			
Includes a formalized procedure for notifying key personnel through a current alert list, notification table, or cascade notification system.			
Specifies procedures for notification of key personnel of the threat.			
Includes current telephone numbers for key personnel.			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Identifies special requirements or recommended notifications to State and or federal officials when dealing with a WMD incident.			
Specifies procedures for activation of the EOC.			
Communication Systems (External and Internal)			
Specifies requirements for a backup system and monitors its implementation.			
Clearly defined reporting procedures and mechanisms for communicating across all agencies and for inter/intra jurisdictional communication.			
Warning and Emergency Public Notification			
Includes written procedures for keeping key personnel's family members apprised of the situation and the status of their immediate family.			
Policy that states how information will be communicated to the public – when it has to be relayed immediately.			
Describes sources for disseminating public information (Emergency Alert System (EAS), television stations, radio stations, cable outlets, newspapers, etc.). Source listing includes telephone numbers.			
Describes back-up sources for disseminating information (vehicle-mounted public address systems, door-to-door, etc.).			
Describes resources for disseminating information to those with language barriers or disabilities (sight, hearing, etc.).			
Supplementation of the EAS (as appropriate).			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes instructions on who should activate the emergency public information organization, notification procedures, and where personnel should report.			
Provides roles and responsibilities of the emergency management team and specifies the actions that should be taken.			
Has prewritten messages for the public in dealing with a nuclear detonation.			
Authorities			
Indicates who has authority to open the EOC, declare an emergency, etc.			
Includes lines of succession in case an individual is out of town or dies			
Immediate Actions			
Includes evacuation and/or sheltering procedures and procedure for determining the appropriate protective action.			
References procedures for first medical response, e.g., self-aid, buddy-aid, and initial treatment in a contaminated environment.			
Includes protective action implementation procedures for special populations and facilities.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Communication Systems			
Specifies methods for communicating between the EOC, field forces, control centers of emergency operations, radio/TV stations, hospitals, ambulance dispatch centers, adjacent jurisdictions and military installations, State EOC, etc.			
Has plans for augmentation of local capability by higher levels of government.			
Clearly specifies requirements for a backup telecommunications system.			
Identifies support groups for providing communications (Amateur Radio Emergency System (ARES), citizens band groups, taxi and transit companies, etc.).			
Identifies the type of equipment required for backup support and resources for obtaining it.			
Resource Management			
Describes the roles and responsibilities of those involved with resource management.			
Personnel and Equipment Resources			
Includes provisions for obtaining special protective gear and special medical supplies such as antidotes.			
Includes procedures for requesting assistance (be specific) and prioritizing needs.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Provides guidance on how the jurisdiction should deal with media convergence.			
Provides guidance on obtaining credentials for media representatives and for coordinating with law enforcement regarding access to the scene.			
Includes a resource listing of sources that can provide accurate and timely information on a nuclear detonation and the required protective actions.			
Provides guidance on how the core emergency management team staff will be augmented to handle a surge in the public's and media's demands for information.			
Authorities			
Specifies appropriate authorities as applicable to particular functions.			
Authorities specify types of emergency powers available and who has authority to enact them.			
Actions			
Includes rescue operation procedures.			
References medical facility plans or jurisdictional disaster health plan which addresses adequacy of facility and personnel, handling contaminated persons, a casualty-tracking system, handling contaminated human remains.			
Includes procedures for management of field response, including emergency worker exposure control, emergency worker decontamination, security and			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
accountability, and supply/re-supply of WMD-unique materials.			
Includes procedures for continuing WMD hazard assessment.			
Includes procedures for traffic and access control.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Includes provisions for keeping families notified about the status of their loved ones.			
Specifies provisions for setting up a joint information center.			
Security and Control Issues			
Includes procedures for general security and property protection issues – martial law, use of National Guard, looters and gangs, etc.			
Personnel and Equipment Resources			
Includes a resource listing (database, SOP, or attachment to SOP) that identifies resources for personnel, communications equipment, vehicles, decontamination materials, potable water.			
Specifies procedures for financial (record keeping) and legal accountability.			
Includes procedures for distributing resources (goods and services).			
Includes rules and regulations regarding emergency procurement procedures.			
Provides directions for support facilities such as staging areas, warehouse and distribution centers, and mobilization centers.			
Applicable annexes specify procedures for obtaining augmentation personnel, including evidence of credential requirements, where needed.			
Includes procedures for requesting mutual aid teams from neighboring jurisdictions, from State sources,			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
such as the State Guard, and from Federal sources, such as the military, Centers for Disease Control, and the National Disaster Medical System.			
Includes specifications about what to do with excess resources (during recovery).			
Includes provisions for 24-hour operations.			
Requests assistance according to the EOP and proper protocol.			
Other Resources			
Includes specifications about how to manage volunteers and addresses liability issues concerning their use.			
Includes provisions for what to do with donations and how to manage them.			
Agreements			
Includes mutual aid agreements and/or intergovernmental agreements for the following: mortuary services, medical response teams, resources.			
Authorities			
Includes a reference to the Stafford Act and the authorities it conveys, including reporting structures and management of operations.			
Authorities provide for access to, use of, and			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
reimbursement for private sector resources in an emergency, and for emergency procurement procedures.			
Re-entry			
Includes procedures for certifying an area safe for evacuees to return to their homes or businesses.			
Restoration			
Includes guidance on developing a recovery/restoration plan to restore economic, political, and jurisdictional viability to areas impacted by WMD effects.			

Section 3 – Introduction to the Course

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Introduction to the Course

Purpose

The course introduction provides you with a sense of the structure of the course, what you will gain from participation, and your role in the course. This section also provides background information pertaining to WMD terrorism events.

Objectives

During this section, you will accomplish the following objectives:

1. Meet your fellow participants.
2. Become acquainted with the purpose and objectives of the course.
3. Learn expected outcomes from course participation.
4. Learn your role as a course participant.
5. Review course material requirements.
6. Learn the definition, characteristics, and risks, threats and exposure of WMD terrorism-related incidents.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Introduction to the Course
Welcome and Introduction
Review of Administrative Details
Icebreaker
Background
Overview of the Course
A. Purpose
B. Objectives
C. Expected Outcomes
D. Role of Participants
E. Course Materials
F. Growing Risks and Threats of WMD Terrorism-Related Incidents
Individual Needs Assessment

Welcome and Introduction

Welcome the participants. Give the title of the course, its length, information on breaks. Briefly introduce yourself.

Review of Administrative Details

Announce pertinent administrative details such as the location of restrooms, how to get messages, etc. Emphasize that phone calls are discouraged.

Icebreaker

It is assumed that participants are acquainted with each other. In order for you to become acquainted with the participants, have them introduce themselves. Name tents should be used to assist the facilitation process.

Background

The President of the United States has, through the issuance of Presidential Decision Directive (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local governments to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

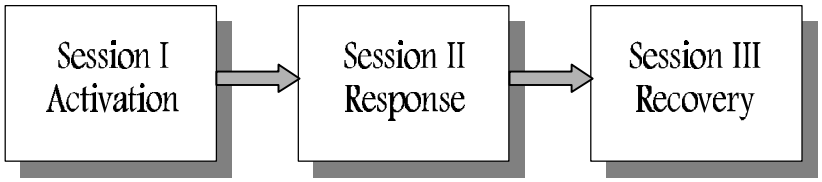
As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a course consisting of three sessions, each of which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your community's needs. This course involves a terrorist nuclear incident.

Main Points:

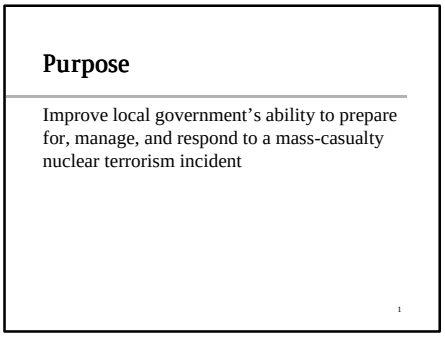
- Through PDD-39, the President has assigned FEMA lead federal agency responsibility for consequence management of terrorism.
- FEMA must ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested.
- Priority is placed on assisting State and local governments in developing effective capabilities for reducing and managing the consequences of the terrorist use of weapons of mass destruction.
- EMI has developed three sessions designed to help analyze, discuss, and identify community needs.

Overview of the Course

- This course provides an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically nuclear terrorism, so that you can take actions now to be better prepared should a real event occur.
- This course simplifies, orders, and rationalizes events during a period of time characterized by confusion and complexity, pressure to do everything at once, and intense emotions.
- Each session covers key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.
- There are several areas that this course does not address because its scope does not include these issues. These include:
  - Course scenarios are not designed to reflect your community's political context, though you should consider how political issues influence your actions and decisions
  - The course does not cover the technical details of responding to a terrorist incident involving radiation.
  - Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover.
  - A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course.
- The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



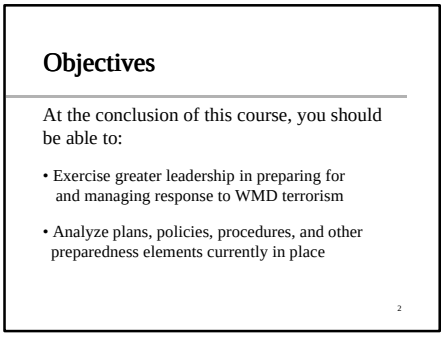
A. Purpose

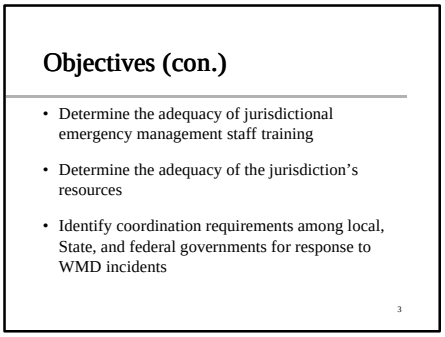


Show visual as you explain the purpose of this course.

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, nuclear terrorism.

B. Objectives





Show visuals as you review the objectives of the course.

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans*, *policies*, *procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional emergency management staff.
- Determine the adequacy of the community's *resources* (e.g., personnel, material, and personal protective equipment) for response and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

C. Expected Outcomes

Expected Outcomes

- Action plans that identify tasks, problems, issues
- Strengths and weaknesses of EOP, SOPs, policies
- Checklist that identifies EOP areas for improvement
- List of resource requirements and shortfalls

4

Show visual as you discuss the expected outcomes of the course.

At the end of this course you should have the following information to take back to your office and agency to begin the planning required for a successful response effort:

- Action plans that identify specific tasks, problems, and issues that need attention;
- Strengths and weaknesses of your existing EOP, SOPs, and policies;
- A checklist that identifies the areas of your EOP that require updating or more information;
- Listing of resource requirements and shortfalls.

This course is not a success unless you go back to your office and follow-through. These tools are designed to put you on the right track.

D. Role of Participants

Role of Participants

- Participate fully
- Assume your normal responsibilities and duties that you perform in an emergency
- Be open-minded and flexible
- Be proactive in your actions
- Suspend judgment

5

Show visual as you review the role of the participants.

You have the following role in these activities.

- Participate fully.
- Assume your normal responsibilities and duties that you perform in an emergency.
- Be open-minded and flexible.
- Be proactive in your actions.
- Suspend judgment.

E. Course Materials

Course Materials

The student manual contains:
- instructions
- scenario information
- checklists
- references
- glossary

6

Show visual as you go over the course materials requirements.

The student manual is your primary source of information. It is designed as a workbook to use during the course. It includes all the instructions, scenario information, worksheets, references, and glossary. You are encouraged to follow along and take notes.

F. Growing Risks and Threats of WMD Terrorism-Related Incidents

Definition of WMD Terrorism-Related Incidents

Definition

WMD Terrorism-Related Incidents:

Use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists

7

Show visual as you define the WMD terrorism-related incidents.

Definition of WMD Terrorism-Related Incidents:

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Characteristics of WMD Terrorism-Related Incidents

Characteristics

WMD Terrorism-Related Incidents:
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy and kill

8

Show visual as you talk about characteristics of WMD terrorism-related incidents.

Characteristics of WMD Terrorism-Related Incidents:

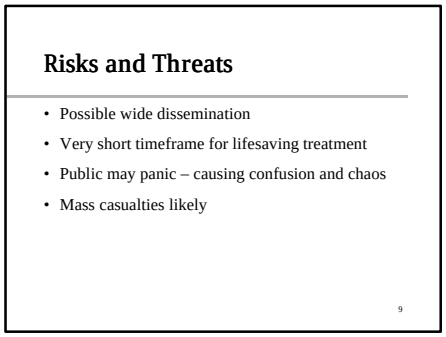
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy, and kill

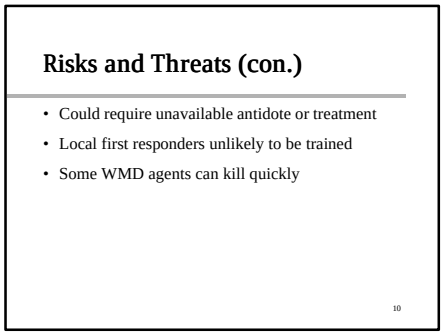
A terrorist attack can take many forms, depending on the technological means available to the public, the nature of the

political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used method of attack.

Terrorism-related incidents are designed to maim, destroy, and kill with the hope of getting extensive media coverage and instilling fear and panic in the public. These incidents often occur without warning and the agent of destruction is often unknown. This poses problems for first responders in dealing with the incident. Terrorist-related incidents become crime scenes and pose a new problem – that of preserving and collecting evidence. These incidents require rapid response time and can result in similar events occurring shortly after the first event.

Risks, Threats, and Exposure of WMD Terrorism-Related Incidents





Show visuals as you discuss the risks, threats, and exposure of WMD incidents.

Risks and Threats:

- Possible wide dissemination of effects
- Very short timeframe for lifesaving treatment
- Public will panic – causing confusion and chaos
- Mass casualties likely
- Could require unavailable antidote or treatment
- Local first responders unlikely to be trained
- Some WMD agents can kill quickly

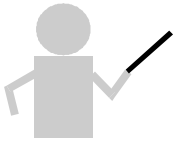
WMD incidents pose numerous threats and risks for the public, law enforcement officials, first responders, and all others affected by the incident. Because there are many unknowns involved in these events, most local emergency management systems are not equipped to handle them. With many WMD terrorism weapons, first responders may not recognize the agent or know its effects. Thus, they may not be adequately protected and may become victims themselves.

Some chemical agents can spread quickly through the air, ventilation systems, and vapors, thus potentially affecting a large

number of individuals. With most chemical weapons, there is a need for decontamination, which often drains resources. In other situations, an antidote or other treatment may be needed in a short timeframe (minutes), resulting in more fatalities if it is not available or in insufficient quantity.

These are just some of the risks and threats posed from WMD. Each WMD will cause different effects. This course should help you to begin thinking about the implications of such an event for your agency and jurisdiction.

Individual Needs Assessment



Instructor Note

As you begin the course, provide participants with the following worksheet (one copy for each session – if conducted over a three day period). Participants may use the sheet to record issues to be resolved or actions to be taken following this course. The worksheet is most helpful to provide needed details when the final action-planning phase begins.

Encourage participants to remove this sheet from their binders and use throughout the course as a note-taking device.

Transition to the first session: Activation and Assessment of the WMD Incident (Nuclear Detonation).

Individual Needs Assessment

Instructions: Use this worksheet to record issues to be resolved or actions to be taken following this course.

Clarification Points	Planning/Procedure Needs

Training Needs	Resource Needs

Section 4 – Session I

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Session I – Day One

Notification, Activation and Assessment of the WMD Incident

Purpose

Purpose

- Helps you focus on the immediate concerns following a WMD incident
- Focuses on issues you will face in discovery, activation, notification and assessment

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The first session of this course provides an opportunity to focus on immediate concerns following the report of a nuclear WMD incident. It deals with the issues you will face during the discovery, activation, notification, and assessment phases. It addresses the jurisdiction's emergency management team and their role in managing the response activities at the incident site.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Determine adequacies of authorities for dealing with the incident
- Assess the overall validity of the jurisdiction's EOP
- Assess direction and control procedures

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Objectives (con.)

- Assess communication systems
- Assess notification and activation procedures
- Assess warning and emergency public information procedures
- Assess procedures for hazard assessment

13

Upon completion of this session, you will be able to:

1. Determine the adequacies of authorities in dealing with the incident, including whether there are specifications for lines of succession.
2. Assess the overall validity of the jurisdiction's Emergency Operations Plan (EOP), Standard Operating Procedures (SOPs), and other documents for dealing with the incident.
3. Assess direction and control procedures.
4. Assess communication systems.
5. Assess notification and activation procedures.
6. Assess warning and emergency public information procedures.
7. Assess procedures for hazard assessment.
8. Determine the jurisdiction's capabilities for an effective response.

Objectives (con.)

- Determine the jurisdiction's capabilities for an effective response
- Improve coordination among jurisdictional emergency management elements
- Determine resource and response requirements
- Determine staffing requirements
- Other objectives defined by the jurisdiction

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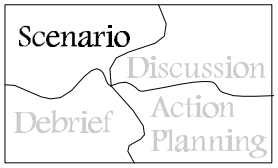
9. Improve coordination among jurisdictional emergency management elements.
10. Determine resource and response requirements.
11. Determine staffing requirements.
12. Other objectives (as developed by the jurisdiction).

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

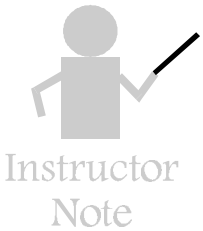
Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The WMD Event Occurs

- Detonation of a nuclear device by a terrorist group
- Key members of the jurisdiction's executive staff and emergency management team are killed
- Traffic gridlocked due to spontaneous evacuation
- National Response Center (NRC) notified

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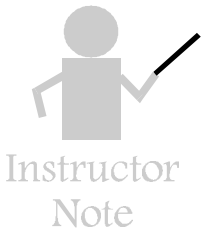
On an ordinary day, you're faced with a calamitous situation. An explosion downtown takes out governmental offices and sends a fireball and mushroom cloud into the sky. Reports from a radio station indicate that a terrorist organization claimed responsibility for detonating a nuclear weapon. Citizens spontaneously evacuate the area. With a situation like this, you've got a lot of issues to attend to. Do you know where to start and what to do?

Scene I – The WMD Event Occurs

- Detonation of a nuclear device by a terrorist group
- Key members of the jurisdiction's executive staff and emergency management team are killed
- Traffic gridlocked due to spontaneous evacuation
- National Response Center (NRC) notified



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This nuclear WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a nuclear terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

Instructor's Background Information on the Incident – Scene I

This nuclear terrorism scenario portrays an incident that local response groups and agencies can use to evaluate their coordination and response capabilities. They may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a nuclear terrorism incident and does not represent an actual event.

This scenario takes place in *[name of city], [name of State]. [A brief description of the location of the nuclear incident, a parking facility adjacent to either the City Hall or Administration building. If the building is named, use the proper name and highlight some of the major tenants in the building. The building selected should house the chief executive (mayor, etc.) of the jurisdiction.] [The location of the detonation should be a multi-story parking facility located near or adjacent to the city hall.]*

[Provide a brief description of any local hazards near the incident site or immediately surrounding the site that might complicate the response to the incident and its initial accompanying fires.]

[The timing of the incident should be based on normal office operation hours, because the scenario addresses the chain of succession as it relates to consequence management.]

Highlights of this scene include:

- Detonation of an improvised nuclear device (IND) with a gun-type detonating mechanism by a terrorist group.
- Elements of the jurisdiction's executive department and several key members of the jurisdiction's emergency management team are killed in the explosion.
- HAZMAT teams are equipped with CDV-750/1500, CDV 700 or 715 survey meters.
- Spontaneous evacuation creates traffic havoc and overwhelms police.
- The State and the National Response Center (NRC) are notified of the incident.

Responders are challenged to:

- Determine the extent of the contamination from radioactive material (fallout) generated by the attack,
- Determine if alternates to primary emergency management team members have been identified and adequately trained and exercised *[During your review of the local emergency operations plan explore the depth of the alternate list.]*,
- Initiate appropriate decontamination procedures for victims,
- Provide appropriate protection to responders on scene,
- Prevent the spread of the material from contaminated persons who spontaneously evacuated from the affected area, and
- Arrange for fast medical treatment for victims.

For the general population, national guidelines recommend dose limits of 0.5 rems/year, while international guidelines set dose limits of 0.5 rems/year for short-term exposure and 0.1 rems/year for long term exposure. Gamma radiation travels the farthest and can penetrate the human body.

Immediate Effects: The explosion causes blast, thermal, and radiation effects.

Instructor's Background Information on the Incident – Scene I

Blast Effects:

- In a 0.25-mile radius reinforced concrete buildings are destroyed – walls shattered, severe frame distortion, incipient collapse – causing irreparable damage. Within this area 96% of the population is killed outright and the rest require lifesaving hospitalization.
- In a 0.25- to a 0.5-mile radius, there is moderate damage to reinforced concrete buildings – exterior walls severely cracked, interior partitions severely cracked or blown down, structural frame permanently distorted, extensive spalling of concrete. Buildings require major repairs to make useable. Within this area 14% of the population is killed; 18% require lifesaving hospitalization; 21% require medical attention; and the remaining 47% have no injuries.
- In a 0.5- to a 1.0-mile radius, there is light damage to reinforced concrete buildings – windows and doors blown in, interior partitions cracked. Minor repairs are required to permit use for its intended purpose. Within this area 5% of the population number suffers minor cuts and bruises.

Thermal Effects:

- In a 0.5-mile radius, all people with exposed skin suffer third and second degree burns.
- In a 0.5- to a 1.0-mile radius, 50% of the population suffer third degree burns to exposed skin.
- Throughout the 1.0-mile radius there are numerous scattered secondary fires.

Radiation Effects (based on exposure rate and accumulated exposure):

- In a 0.5-mile radius, the radiation dose will cause 100% fatality in two to 14 days, with symptoms appearing within five to 30 minutes.
- In a 0.5- to a 0.6-mile radius, the radiation dose will cause 50% fatality in two to 14 days, with symptoms appearing in 30 minutes to six hours.
- In a 0.6- to a 1.0-mile radius, the radiation dose will cause less than 1% fatality in two to 14 days, though symptoms may appear in three to six hours. However, all persons in this range and any others exposed through fallout outside the 1.0-mile radius will require long-term health monitoring.

It should be easy to determine that this is a terrorist-related scenario. As such, the FBI must be notified. The instructor should explore how this notification will take place. This also raises many "command and control" issues that will be explored in further detail during sessions II and III.

Scene I: The WMD Event Occurs

[Location of incident scenario – city, State], [date of exercise/incident scenario – day of week, date]. The weather forecast predicts *[insert scenario weather forecast within the normal range for the date of the exercise – include temperature range, amount of cloud cover, wind speed and direction. Wind speed and direction should be manipulated to be light winds from the north]*. At *[time of the incident]* it is *[temperature within forecasted range]*.

At approximately *[time of the incident]*, (T = 0:00), a loud explosion is heard throughout the city. The explosion results in more than 200 pounds per square inch (psi) maximum overpressure at the site of the detonation. The parking facility and the adjacent *[City Hall]* building are essentially destroyed.

A minute later, 911 receives calls from the area and is informed that a huge fireball and mushroom cloud are centered over the downtown area. Federal Aviation Administration (FAA) airport tower operators witness the explosion and report the blast, fireball, and mushroom cloud to 911 and to the FAA regional operations center. One of the tower operators, a former US Army Chemical Corps noncommissioned officer, estimates the size of the fireball to be 300 feet in diameter and estimates a 1.5-kiloton (kt) explosion. The tower also reports the mushroom cloud is several thousand feet high and they will continue to monitor the progression of the cloud. The 911 operator requests further reports from the tower be made directly to the local emergency operations center (EOC).

The Fire and Police Department are notified and called to the scene. Within minutes, firefighters, police officers and other emergency rescue teams arrive. There are fires throughout downtown. *[Provide a description of nearby facilities throughout the radii of damages. The radii of damage projecting 360 degrees from the site of detonation ("ground zero") varies from complete destruction at the site of the detonation, to moderate damage at the distant edge of the blast effects arc. Damage directly correlates to the applicable maximum overpressure experienced. The maximum overpressure 0.25 miles from the detonation point is approximately 15 psi; at 0.5 miles it is approximately 5 psi; at 0.75 miles approximately 3 psi; and at 1.0 mile approximately 2 psi.]*

Upon arrival, the police evacuate the survivors and close the access roads to the area. The initial Incident Commander (IC) calls a second and third alarm due to the magnitude of the secondary fires. Teams report that glass windows and partitions in all buildings within a 1-mile radius are shattered, inflicting additional damage and injury from glass shards.

By this time, *[scenario time]* (T + 0:20), emergency management team notifications are initiated and the *[jurisdiction]*'s Emergency Operations Center (EOC) is activated. The notification process is slowed due to the inability to contact several primary members who worked within the area affected by the blast. Attempts to contact any city hall or adjacent government offices have failed.

At *[scenario time]* (T + 0:25), a major cable news network interrupts its broadcasts to report "a bombing that makes *[jurisdiction name]* look like a war zone." Commentators compare the initial reports of devastation to a nuclear bomb.

At approximately *[scenario time]* (T + 1:15), the 911 operator receives a call from the editor of *[name of largest local newspaper]*. An unidentified individual called the paper and claimed

Scene I: The WMD Event Occurs

to be with a terrorist organization responsible for setting off a nuclear device at *[address of incident location and building name]*. The caller stated that additional "bombs" should be expected.

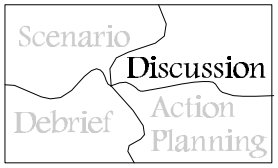
At *[scenario time]* (T + 1:30), *[call sign of a local news radio station]* airs a report about the explosion and announces that a terrorist group has claimed responsibility for detonating a nuclear device at the site. The newscaster notes that the police and FBI do not confirm this report and they will make further announcements, as information becomes available to them. All of the major television news networks follow with immediate bulletins "confirming that a terrorist organization has detonated an atomic bomb in the heart of *[location of incident]*."

[Provide a general description of the radii of damage based on your analysis of the EOP and the information contained within the facilitator notes – details on the extent of damage will be provided during scene II and information is contained within the facilitator notes.]

As news of the explosion and the possibility of fallout release become widely known, people throughout the city, county, and adjacent counties panic and flee. This spontaneous evacuation causes traffic gridlock throughout the area. The most heavily impacted are *[list the interstates and other highway designators out of the area, e.g., I-XX, Highway X, etc.]*

By *[scenario time]* (T + 2:00), both the *[city name]* and the State Emergency Operations Centers are activated. The National Response Center (NRC) is notified of the nuclear explosion and the possibility of radioactive fallout.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

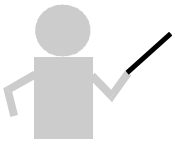
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Notification and Activation; Communications; Warning and Emergency Public Information; Hazard Assessment; and Management of Field Response.

QUESTIONS – Scene I

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **How will you learn of this WMD incident? What internal and external notifications should you make? Are you satisfied that the current notification process is timely and adequate? In the event a primary member of the team is not available, how are alternates contacted?**

   - *For this scenario, the magnitude of effects generated by a nuclear explosion would serve as the initial indication that some type of disaster had occurred.*
   - *One of the major issues associated with this scenario is the use of alternate members of the emergency management team/group. This scenario eliminates several members of the team when the City Hall and surrounding buildings are destroyed.*
   - *Each jurisdiction and agency should have notification procedures outlined in their emergency operations plan (EOP). The EOP review completed by the facilitator during the development portion of this activity should provide adequate detail to support facilitated discussion. The following provides general guidance:*
     - *In many jurisdictions, the 911 dispatcher serves as the hub of the notification system and provides agency and/or individual notification.*
     - *In most jurisdictions, the Police and Fire Departments have excellent internal notification systems; however, other agencies participating may not. Check this during the EOP review. During the discussion explore if or how the Police and Fire Departments could assist other agencies.*
     - *Walk participants through each step of the notification/activation process. Let them estimate their estimated time of arrival (ETA) and where they will be reporting. Do they anticipate any traffic, transportation, or communication delays that could significantly delay response?*
     - *Explore the procedures for using alternate members and their subsequent notification and integration with the team.*

Additional Questions:

Does your jurisdiction have a policy that prevents full activation of the emergency management system when it is not needed?

- *The screening process should be defined in local EOPs and often relies on the local Office of Emergency Management or the Emergency Operations Center (EOC) (if staffed 24-hours-a-day) to serve as the decision-maker.*

Who handles State and federal notifications?

- *The responsibility for State and federal notifications should be clearly defined in the local plan. For an incident of this magnitude, the NRC should be notified. This procedure may be complicated in this situation because the person primarily responsible for external notifications may have been lost. Explore the use of checklist or other reminder tools to ensure critical actions are not missed. The review of the EOP should indicate how these actions would be guaranteed.*

If this WMD incident occurs, how long will it take responders to arrive on the scene? How long will it be before an incident command (or other management) structure is established?

- *Each agency present should provide estimates, try to reach a consensus on the overall response time.*
- *Explore with the participants when or what staffing level constitutes a management structure that is operational.*

2. **Do you and your agency have a clearly defined role during the response to and management of such a WMD incident? Does your EOP address such an incident?**

- *The EOP concept of operations should define the role of each agency within the jurisdiction. Each agency or activity within a jurisdiction should have its own plan, preferably in the form of an annex (or other attachment) to the local EOP. Each agency represented should discuss their role in general terms. Capture each role briefly; pay close attention to overlaps and apparent needless duplications. Because this situation closely resembles the planning scenarios used under Civil Defense programs for wartime preparedness, discuss how up-to-date their plans for radiological operations are.*

3. **What kind of training have your jurisdiction's responders received on WMD terrorism? What kind of training have you received?**

- *The kind and amount of training that responders and participants receive on WMD terrorism varies nationwide. Senior representatives in some jurisdictions have received significant training in dealing with "fallout" associated with a nuclear explosion (from FEMA and its predecessor agencies).*
- *Address the training of alternate members of the team/group.*
- *Revisit the group's training needs during each action-planning session.*

Additional Questions:

Is qualified staff within your agency certified in accordance with Occupational Safety and Health Administration (OSHA) regulations? What types of additional training are necessary and practicable to permit a safe and adequate response to a nuclear incident?

- *Allow each agency to discuss their training procedures, especially in relation to alternate team members.*
- *Determine whether the agencies feel the need to have someone on their staff who is trained for a nuclear incident.*

4. **How will identification of the presence of hazardous materials occur? How will confirmation of the type of radiological/nuclear hazard occur?**

- *The EOP review should provide details on how the hazardous materials (HAZMAT) team identifies radioactive/nuclear hazardous materials. Some HAZMAT teams have received training on identifying radioactive materials and sources of radiation. Additional information is provided:*
  - *Some HAZMAT teams have radiological survey instruments or meters that can detect gamma and beta radiation. All teams may not have alpha detectors; determine the types of instruments on-hand within the jurisdiction during the EOP review.*

Additional Questions:

Will responders and/or HAZMAT units recognize the symptoms associated with exposure to radiological materials? Will responders conduct monitoring or radiological surveys before responding?

- *The answers to these questions should be indicated through the EOP review. Here issues such as response, citizen protection and rescue vs. self-preservation and maintenance of response capability should be addressed (i.e., responders should not be used as detectors or allowed to become victims).*

- *Another topic for discussion at this point is the adequacy of the threat or risk assessment conducted by the local jurisdiction. The management team should be aware of the threats to their community and their awareness should be based on a deliberate assessment.*

5. **What protective equipment will responders take to an incident scene based on the information available initially? Will this equipment be sufficient for response to this radiological/nuclear terrorist incident?**

- *A review of the EOP, completed during the development phase of this activity, should provide an indication of the types of equipment available in this jurisdiction. Following are general guidelines:*

  – *Most HAZMAT teams have the ability to respond to two different radiological emergency sites simultaneously. Beyond that, responders will be equipped only with standard emergency response gear. Respiratory protection is an absolute requirement when working with areas potentially affected by fallout. Standard gear does NOT include respiratory protection and does NOT constitute adequate protective equipment.*

  – *Simple respiratory protection is adequate for fallout (dust) in most cases. The members of the management team that have received civil defense training in the past may introduce the possibility of using cloth, surgical, or industrial masks. If this occurs, ensure the discussion addresses the associated risks.*

Additional Questions:

Will your jurisdiction's responders know how to protect themselves in this incident?

- *Each agency should describe what trained personnel are available to respond to a nuclear event. Response personnel should possess expertise in general HAZMAT and radiological incidents. The actual readiness of the responders will be determined during the EOP review.*

- *The qualifications of response personnel will likely be in standard HAZMAT response. Most plans address HAZMAT more within the context of transportation of these materials than intentional releases.*

6. **What information, equipment and actions are required by your jurisdiction to conduct the initial assessment of the incident? How do you anticipate information to be distributed among responders?**

- *Include the following items in your discussion:*

  – *A method to determine the size of the IND and the radii of damages,*

  – *A method to determine the location and identity of the radioactive material – survey meters and plume projection models,*

  – *An accurate weather forecast, and*

  – *Others as reflected in the reference material provided at the end of this manual and developed during the review of the EOP.*

7. **What immediate protective action decisions should the jurisdiction make? How will they be implemented?**

- *Protective action decision making is a critical issue and the participants should be allowed sufficient time to discuss the ramifications of their decision. The whole issue of evacuation vs. sheltering should be explored. The EOP should provide a framework for making such decisions. In the case of a nuclear incident, sheltering outside the radii of damages is an appropriate response. The immediate area inside the radii of damages should, however, be evacuated due to the risks associated with higher radiation levels and inhaling particles suspended in the air. Any evacuation must include the use of at least simple respiratory protection if possible.*

- *Allow participants to discuss the issues of decontamination and triage strategies.*

Additional Questions:

Should the surrounding area be evacuated in this case or will sheltering be an appropriate response?

- *See above (answer to question 7).*

Should the jurisdiction be concerned about the possibility of additional attacks?

- *This is always a possibility and the group should discuss what changes they will have to make to manage additional incidents of either a WMD terrorist event or more common emergencies (i.e., fire, auto accident, etc.).*

What medical facilities are victims/patients being sent to? What types of information should the Emergency Medical Services (EMS) units relay to the hospitals in the area to prepare them to receive potentially contaminated patients? Should any areas be quarantined?

- *These questions focus on the initial medical response. Allow the participants to discuss this topic, if they bring it up. If not initiated by the participants, these issues will be fully examined during the discussion associated with scene II.*

8. **How will the incident site be secured to assure the "crime scene" is protected and no contaminated personnel or equipment leave the area? What access and egress control procedures should be implemented?**

- *The EOP should provide details on contamination control procedures and crime scene protection as part of its WMD annex if it exists. The EOP review should also provide an indication of how the jurisdiction will manage these issues.*

- *Allow the group to discuss their security procedures and how these relate to their overall response strategy.*

- *Access and egress control procedures should be included in the HAZMAT portion of the local plan. Determine the group's understanding of the importance of this issue. This issue will be complicated by the size of the restricted area because the radii of damages cover an area of more than three square miles and the fallout zone will cover an area of approximately 80 square miles. Revisit the control of the fallout zone during the discussion of scene II.*

9. Is the current number of trained, qualified personnel within your jurisdiction sufficient to respond to this incident? If not, where will you seek support to bridge these deficiencies?

- *A review of the EOP should provide an indication of the number of trained and qualified personnel. Because many of the trained and qualified personnel will be lost in the terrorist attack, focus on the training of alternate personnel and explore the depth of personnel available.*
- *Mutual support agreements with other local and State governments should be discussed at this point. This is especially important in this scenario.*
- *The National Strike Force, the Department of Energy, and the Army Technical Escort Unit (TEU) are among the federal agencies with subject-matter expertise in this area.*
- *Another excellent source of assistance to this type of incident is nuclear power plant response teams. (The Radiological Emergency Planning (REP) program is an excellent source of information for responding to a nuclear incident.)*

10. Is the amount of specialized equipment in your jurisdiction sufficient to respond to this incident? Do you have options to obtain this equipment immediately if needed for an emergency response? What additional resources will you request at this point?

- *A review of the EOP should be an excellent indicator as to the adequacy of local specialized equipment.*
- *It is likely that resources will not be sufficient. An important part of this discussion is encouraging the participants to initiate the self-assessment process. They should determine how the jurisdiction could respond to such an incident using local assets and mutual support rather than relying on federal resources.*
- *The list of equipment that should be requested is long: proper sensing or detection equipment, Level A suits, proper decontamination equipment, impermeable storage containers for contaminated items, etc.*

11. **What does your jurisdiction's EOP rely on for expedited transport arrangements (e.g., commercial aviation, city/county/State supplied transport) for out-of-area support resources?**

- *The details on emergency transportation of required emergency equipment and personnel should be provided in the local EOP.*

12. **Will the city or county EOC be adequate for coordinating the response to this incident? Will a separate command center that is physically close to the incident site be required? What resources are available for outfitting this command center?**

- *This information should be extracted from the EOP. It is assumed that an Incident Command System (ICS) will be used.*
- *Determine if the EOC is located within the radii of damages and the likelihood of its remaining operational. Explore with the group the necessity of alternate sites for EOC operations. The EOP review should indicate the presence of an alternate EOC.*

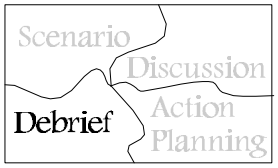
Additional Questions

How long will it take to have an EOC activated and fully operational? What are the capabilities of the center? Are these capabilities adequate to respond to an incident of the magnitude presented here?

- *In this scenario, the command post should be at the local primary or alternate EOC, so the answer will depend on how long it will take to activate the EOC and staff it appropriately and if the local EOC is in the affected area. If so, the use of an alternate site should be discussed. The staffing of the EOC will likely be delayed due to the loss of many members of the team and perhaps the loss of the EOC itself.*
- *The capabilities of the local EOC and alternate EOC should be apparent from the plan review.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following two scenes, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

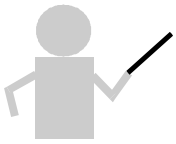


Purpose

This activity is designed to review the key concepts covered during the early stages of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



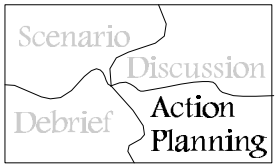
Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Notification is the trigger for this incident – the report of the incident by some source.	
The initial response time for such incidents could be very short – minutes – not hours.	
Emphasis is on isolating the site, protecting it, and controlling it (i.e., sizing up the situation).	
Responders must use extreme caution when dealing with an incident that involves radiological/nuclear agents. What injured/killed the victims can do the same to the responders. In addition, contaminated patients can contaminate the entire room. Specially trained and equipped HAZMAT teams should be called in to provide expertise and equipment.	
Mass casualties and loss of life due to hazardous materials are common consequences associated with nuclear incidents.	
A critical consideration for all emergency responders when dealing with a nuclear attack is recognizing that the proximity of a potential target is not the only threat. The radiological agents must be produced, packaged, and delivered to the intended place of use, broadening the area of potential contamination.	
The effective management of a criminal incident requires the coordination, participation, and support of agencies that have functional responsibilities (e.g., firefighters, police, emergency medical services (EMS), jurisdictional responsibilities (e.g. local, State, and federal governments)), or both.	
Managing a criminal incident response may be conducted in two general ways: *Single command* may be applied when there is no overlap of jurisdictional boundaries or when a Single Incident Commander is indicated in the	

Review and Action Log	
EOP or local jurisdiction. *Unified command* may be used when the incident is within one jurisdiction but two or more agencies share management responsibility.	
The concept of unified command is shared responsibility among the major stakeholders for overall incident management as a result of the multifunctional or multijurisdictional incident.	
Sites of non-natural incidents must be treated as scenes to be investigated.	
Non-law enforcement responders should not touch anything that is not necessary to touch to save a life. They should take the minimum amount of actions necessary to perform their responsibilities. Non-law enforcement responders can help to identify potential witnesses and perpetrators and serve as eyewitnesses through detailed observations, written records, and when possible, photographs.	
The minimum number of people necessary to complete the task should be sent to the incident site.	
Special equipment, supplies, and personnel may be required to handle this incident	
There must be designated individuals in charge – with clearly defined roles and responsibilities	
First responders should bring the proper equipment and personal protective equipment required for the incident in accordance with SOPs in the EOP. This may include: helmets, gloves, respirators, masks, etc.	
Coordination and control are important components of managing the incident.	

Action Planning

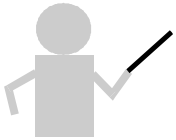


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a nuclear WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning	**Resources**
Issue **Action**	**Issue** **Action**
Personal Action Steps	**Training**
Issue **Action**	**Issue** **Action**

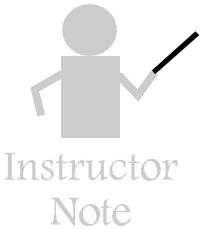
Wrap Up

Purpose

The wrap up should conclude the day-one session and prepare for Session II.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 5 – Session II

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Session II – Day Two

Response to the WMD Incident

Purpose

Purpose

- Focuses on the period after agent identification, prior to State and federal augmentation
- Raises awareness of emergency management activities associated with a nuclear detonation
- Focuses on issues related to operational management, community protection, resources

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This session of the course focuses on the period after you have defined the extent of the hazard and prior to the arrival of State and federal augmentation. It is designed to help raise your awareness of emergency management activities associated with a nuclear detonation. It focuses on topics primarily related to operational management, community protection, and resources.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Identify issues and concerns to be addressed during the response phase
- Identify problems and issues you are dealing with in this situation

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Objectives (con.)

- Identify the primary personnel that will be involved in handling this situation
- Establish your role during this situation

18

Upon completion of this session, you will be able to:

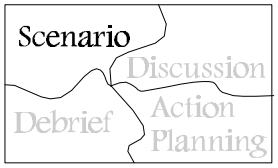
1. Identify issues and concerns that must be addressed during the response phase.
2. Identify problems and issues you are dealing with in this situation.
3. Identify the primary personnel that will be involved in handling this situation.
4. Establish your role during this time period.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

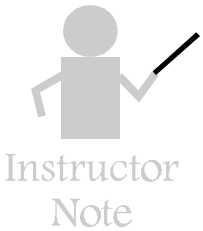
Response to the WMD Incident (Nuclear Detonation)
Introduction

Scenario Background Information



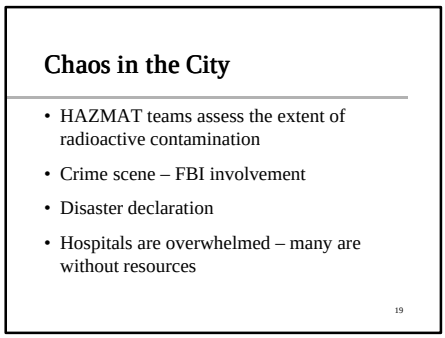
Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

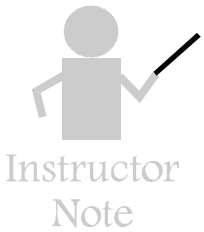
Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.



HAZMAT teams assess the extent of the radioactive contamination. The FBI has become involved because the incident is now a criminal incident and a crime scene. A disaster has been declared. Available supplies and decontamination are pressing issues. What are you going to do? Are you prepared to do it? Do you know what to do? These are just some of the issues that will probably concern you.

Scene II – Chaos in the City

- HAZMAT teams assess the extent of the radioactive contamination
- FBI on scene
- Disaster declaration
- Hospitals are overwhelmed – many are without resources



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This nuclear WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a radiological terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene II

The FBI attempts to establish control of the situation for Crisis Management (C^RM), i.e., criminal investigations. At the same time, the scope of the situation is makes it clear that there is also a federal role for Consequence Management (C^oM). The Federal Emergency Management Agency (FEMA) is the federal agency designated to manage the C^oM aspect of the incident. The students are probably not well versed in the difference between the federal definitions of C^RM and C^oM.

Based on scenario wind speed and direction, weather, and atmospheric conditions prevailing at the time of the detonation and for simplicity of the analysis, the area of fallout is a fan shape extending from the area of detonation south for 12 miles. The end of the fan almost 13 miles in width. The following areas of contamination may be defined:

Circle with radius from the point of detonation to 0.25 miles:

Geographic Description: *[Insert a description of the approximately nine-square block area around the point of detonation, e.g., "The area is nine square blocks of predominantly business (moderate height office buildings, some having stores, shops, and restaurants on ground level) with some open (green) space. No building is more than 10 stories high. Parking is on the street or in multi-storied lots."]*

Transportation System: *[Insert a description of the condition of the transportation infrastructure in the area, e.g., "In addition to city streets, there is 0.5 miles of interstate highway in this circle. Located south of the city hall, this interstate includes a major interchange of two highways (one east/west, one north/south). The east/west highway's overhead ramps and overpasses have collapsed onto the north/south highway below. Cars and trucks in this area are severely damaged (gross distortion of frame, large displacements, doors and hoods torn off); most are on fire and the north/south interstate is blocked by piles of burning vehicles and collapsed overpasses and ramps. In the northeast quadrant of this circle, 0.5 miles of commuter rail line and an equal amount of railroad track run parallel. One above ground commuter rail station is located 0.1 miles from the city hall; made of a wood frame it sustained severe damage (the frame shattered resulting in almost complete collapse) and is burning. A four-car commuter train, located at the station at the time of detonation, was thrown from the track and smashed."]*

Infrastructure Damage: Communications and electrical distribution systems, all buried underground, are minimally affected. *[If systems are not underground, these systems would be off-line due to the electromagnetic pulse (EMP).]* Radio, television, and other forms of electronic transmission suffered from limited "noise" or static for tenths of seconds within one mile of the blast. However, the power surge from EMP caused failure of transistorized electrical systems inside buildings within the 1.0-mile radius of the blast (telecommunications, lighting, computers, sirens, alarms, elevators, air distribution, heating, and air conditioning).

The natural gas distribution system suffers only minor leaks where pipes enter buildings in structures that are severely damaged; a few leaks result in localized fires, mostly within 0.5 miles of the blast. There was no appreciable damage to reservoirs and water-treatment plants

Instructor's Background Information on the Incident – Scene II

that are located outside the city and are at a distance from the explosion too great to have sustained damage. *[If the water treatment plant is within the radii of damage, adjust this accordingly.]* The water supply system suffers significant damage – it is almost impossible to extinguish fires. Breakage of pipes inside and at entrances to buildings or on structures, and not disruption of underground water mains, results in loss of water pressure.

Circle with radius from 0.25 to 0.6 miles:

Geographic Description: The area includes tall to moderate height office buildings, hotels, large department stores, and one large city park. No building is more than 25 stories high. Parking is in buildings or multi-storied lots. *[Adjust description as appropriate based on your analysis of the area.]*

Transportation System: *[Insert a description of the condition of the transportation infrastructure in the area, e.g., "There are an additional 2.0 miles of interstate highway in this circle, with multiple ramps and three levels of overhead passes to the south of the City Hall. All ramps and overhead roads that are still standing have suffered substantial distortion of bracing or slippage on supports with significant reduction in capacity. Cars and trucks within this circle receive light damage (glass broken, dents in body, possibly turned over, immediately usable). The amount of commuter rail line doubles, with two underground stations, neither of which suffers any physical damage. Commuter rail and railroad cars, if exposed, may have some door and body damage, but can continue in use."]*

Infrastructure Damage: Same as area from explosion to 0.25-mile radius, with fewer fires.

Circle with radius from 0.6 to 1.0 miles:

Geographic Description: The expanded area includes all forms of residential, business, and industrial structures. Specific additions include *[insert a description of major items within this radius of damage, e.g.,* ***"a convention center, historic tourist area (museum and other buildings), professional baseball stadium, major shopping malls, and two hospitals."****]* At the time of the explosion there are about *[insert estimated number of people in the area]*.

Transportation System: *[Insert a description of the condition of the transportation infrastructure in the area, e.g., "This circle includes another 2.5 miles of interstate: three 0.5-miles segments running east, south (toward the airport), and west; and 1.0 mile running from northeast to north.*

There is an additional 1.8 miles of commuter railroad track, as well as another five commuter rail stations (all underground). All primary railroad tracks from the city in any direction are within this area."]

Infrastructure Damage: Same as described for a 0.25-mile radius, except the number of gas fires is fewer.

Area of fallout (a fan running from a 1.0-mile circle due south for 12 miles with the southern boarder 13 miles in width from west to east):

Geographic Description: *[Insert a description of the highlights of the area, e.g., "This area includes all forms of residential, business, industrial, and agriculture in one city and three*

Instructor's Background Information on the Incident – Scene II

separate county jurisdictions. About 2.5 million people live or work in this area."]

Transportation Systems: *[Insert a description of the condition of the transportation infrastructure in the area, e.g., "The north/south interstate highway runs the center length of the fan, intersected nine miles south of the explosion by a multi-lane, divided highway that circles the city and surrounding communities. This intersection of interstate and beltway is 0.2 miles south of an international airport that also serves the city.*

The commuter rail track runs parallel to the interstate as far as the airport. There are five aboveground commuter rail stations, all open air with only overhead cover. North/south railroad lines crisscross through this area."]

Infrastructure Damage: None.

[Provide a description of how and where monitoring stations will be set up in order to monitor people and equipment for contamination based on the analysis of the EOP. Many jurisdictions may rely on dated "Civil Defense" annexes based on the former Strategic Nuclear Threat.]

Once the group understands the extent of the damage and that contamination is an issue, focus the discussion on the next steps. Medical information indicates that the simple removal of outer clothing and shoes will, in most cases affect a 90-95% reduction in the patient's contamination. Decontamination should be done as soon as possible during the care of such patients, and ideally, prior to hospital admission. This is not always possible. Therefore, decontamination procedures should be a part of the operational plans and guides of all divisions and departments of medical facilities, not just of emergency room or teams.

Because the treatment of injured, contaminated personnel may result in the contamination of almost any part of a medical facility, medical procedures must be set up to accomplish the following:

1. Minimize the degree of contamination (How will they accomplish this?).
2. Identify and measure the extent of the contamination (Do they have the equipment and trained personnel?).
3. Remove the contamination (How will this be coordinated, and among which departments?).

The removal of contamination is a two-part problem and includes decontamination of people as well as decontamination of equipment and facilities. The former must be started as soon as possible, even if monitoring facilities are not available. Standardized procedures of decontamination must be established and instituted. People must not be released before they have been monitored and completely decontaminated.

During this session participants should recognize that federal assistance, whether wanted or not, is on the way. The local response capabilities are overwhelmed. The challenge is integrating the local response with federal and State interests. The criminal investigation,

Instructor's Background Information on the Incident – Scene II

coordinated by the FBI, has the potential to conflict with the humanitarian aspects of the response.

There are a host of federal agencies potentially involved. They include the Nuclear Regulatory Commision (NRC), Environmental Protection Agency (EPA), Department of Health and Human Services (HHS), Department of Energy (DOE), Department of Transportation (DOT), and the Department of Defense (DoD). The NRC, DOE and DoD are particularly important, because they have the greatest expertise in dealing with radioactive materials treatment and decontamination. Sorting through the agencies is a real challenge in an actual situation. A very important non-federal agency is the American Red Cross (ARC), offering invaluable assistance in dealing with family notification and reunification issues, as well as assisting stranded travelers.

The resources most likely required from the State are National Guard resources, for transportation, and security. The National Guard should also be able to provide additional monitoring and decontamination equipment resources and operators.

Highlights of this scene include:

- The extent of the damage and contamination becomes apparent.
- Immediate evacuation of the predicted fallout zone is ordered.
- The acting Mayor declares a local emergency and requests support from the State and federal level.
- The acting Mayor and the Governor hold a joint news conference.
- The Governor requests a Presidential declaration of Federal Disaster Area and orders the National Guard to mobilize.
- It is determined that due to radioactive exposure, half of the initial responders suffer from acute radiation exposure and many may indeed die.
- The President issues a disaster declaration. The Federal Response Plan (FRP) and Federal Radiological Emergency Response Plan (FRERP) are activated.
- FEMA and other federal agencies begin to take active role in the response.
- FEMA activates the Emergency Response Team (ERT) and deploys the Advanced Element of the Emergency Response Team (ERT-A) and the Federal Agency Support Team (FAST) to the scene.
- 25,000 people request medical treatment from area hospitals for radiation exposure.
- Thousands of other people report to hospitals claiming to be sick or just wanting to be tested.

Scene II: Chaos in the City

It is still *[date of exercise/incident scenario – day of week, date] in [location of incident scenario – city, State]*. The weather *[repeat previous forecast, but insert a chance of evening rain]*. The temperature is currently *[scenario forecasted mid-day temperature in ° Fahrenheit]* with an expected high of *[scenario forecasted high temperature in ° Fahrenheit]* for the afternoon.

By *[scenario time]* (T + 2:30) the HAZMAT teams assess the extent of the radioactive contamination in the area. An immediate evacuation of the affected area is ordered. Acting Mayor *[the name of the Mayor's alternate/successor]* says that *[he/she]* will be talking with the Governor soon, and would like an update on evacuation, monitoring and containment efforts as soon as possible in order to provide the Governor with an update.

Based on the information received, the FBI believes that the device is an Improvised Nuclear Device (IND). The *[location of the closest FBI office]* office of the FBI notifies the city EOC that they will take the lead in the managing the crisis. They request information about contamination levels around the city as soon as it is available to determine when they can access the site of the incident. The FBI indicates that they would like to meet with representatives from the Police Department immediately in order to coordinate efforts in conducting the investigation.

By *[scenario time]* (T + 3:00), the acting Mayor has declared a local emergency and asked the Governor for assistance from the State and federal government. Acting Mayor *[full name of the acting Mayor]* and Governor *[full name of Governor]* subsequently hold a news conference. The Governor indicates that *[he/she]* has declared a State of Emergency, and that an assessment and evacuation is in progress. Area residents that are not evacuated are asked to remain indoors. It is estimated that 150,000 people are affected by the evacuation. *[This number should be adjusted based on the size of the jurisdiction participating in this training activity.]*

The Governor has requested a Presidential Stafford Act declaration of a Federal Disaster. The Governor orders the National Guard to mobilize to assist with the response effort.

Community health coordinators report that approximately half of the initial emergency responders suffer from acute radiation exposure. Doctors anticipate that most of those exhibiting symptoms will die from exposure to high dosages of radiation.

By [scenario time] (T + 4:00), initial assessment reports indicate the following: *[Insert detailed description of radii of damage based on information contained in the facilitator instructions and the review of the local EOP.]*

[If possible, provide students with a copy of a map of the city with the radii of damages and the fallout fan marked.]

The President issues a disaster declaration at *[scenario time]* (T + 5:00), promising federal resources for emergency response and to bring the terrorists responsible for this tragedy to justice. The Federal Response Plan (FRP) and Federal Radiological Emergency Response Plan (FRERP) are activated. FEMA and other federal agencies are formally requested to provide assistance to the response and recovery process. FEMA activates the Emergency

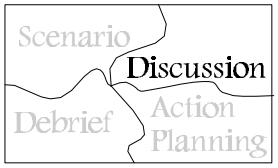
Scene II: Chaos in the City

Response Team (ERT) and deploys the Advanced Element of the Emergency Response Team (ERT-A) and the Federal Agency Support Team (FAST) to the scene. Potential sites for the Disaster Field Office (DFO) are investigated.

Area hospitals report that more than 25,000 people have requested medical treatment because they believe to have been exposed to radiation. The few hospitals that are not under evacuation notices are overwhelmed with many tens of thousands of people claiming to suffer from radiation sickness or just wanting to be tested for radiation exposure. Hospitals do not have the resources to conduct the required tests or carry out treatment of any type, nor are they able to institute any kind of system to monitor people that come to the hospital.

The rush of agencies descending on the scene causes great confusion in command, control, and reporting. Confusion also exists in prioritizing response actions vs. investigatory actions, leaving many responders upset.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

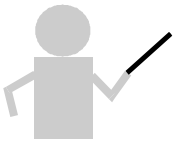
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Health and Medical Resources; Resource Management; Public Affairs; Field Response; Decontamination; Search and Rescue; Incident Site Control; and Secondary Hazards.

QUESTIONS – Scene II

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities at this point?**

   - *Priorities and strategy will vary by department, agency, or activity. They may include:*
     - *Assessing the situation (determining the extent of damages in the area)*
     - *Treating the victims*
     - *Limiting contamination and determining the area that will affected by the fallout*
     - *Bringing the perpetrators to justice*
     - *Preventing additional terrorist attacks*
     - *Extinguishing the fires*
     - *Sheltering displaced and evacuated citizens*
   - *Give each department, agency, or activity present a chance to present their answer. Obtain a group consensus on what their jurisdiction's priorities will be.*

2. **What will your jurisdiction's overall strategy be for managing the consequences of this incident? What tactics are available to carry out this strategy?**

   - *Provide the group with the details on the fallout pattern from the scenario at this time if it is not included in scene II itself. For training purposes it is not necessary to have the group prepare a fallout prediction, you should provide them with this information.*
   - *The EOP should provide the framework for developing the strategy for response management.*
   - *Encourage the participants to establish priorities for implementing the tactical elements of their strategy.*

3. **Who is in charge of the incident site? How will your agency's actions be coordinated with the actions of other agencies? What conflicts could arise from the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal/State/local jurisdictions?**

- *Explore the federal definitions of crisis (C^RM) and consequence (C^OM) management. At the federal level, the FBI has authority over the incident site and is responsible for crisis management. FEMA has federal authority for consequence management, but must conform to the direction of the FBI to protect as much of the "crime scene" as possible while providing the needed rescue and relief to protect citizens. It is anticipated that most jurisdictions will follow this delineation of responsibilities.*

- *Determine who is in charge of the local response for both consequence and crisis management.*

- *Determine the command or management structure to be used by the jurisdiction. The incident command system (ICS) has been adapted by many jurisdictions as their command structure during response operations. Explore the specifics of the local system during this discussion. A review of the EOP should have provided details on the structure of the command structure.*

- *Conflicts will likely be related to the jurisdiction's attempt to balance protecting evidence and protecting people. Overlapping conflicts can occur as State and federal responders arrive on-scene and the transition to a unified, joint, or coordinated command or management structure begins.*

- *The disposal of nuclear and radioactive materials is the responsibility of the Department of Energy (DOE). DOE should be involved in the control of contamination remaining at decontamination sites and will be responsible for its subsequent disposal.*

4. **What emergency operations need to be implemented to respond to the current needs of citizens and responders?**

- *Contamination control and decontamination operations are two of the perceived primary needs. Because some nuclear materials have a long half-life and because there may be an induced radiation pattern at the site of detonation, decontamination and contamination control are major concerns during this phase of operations. During the recovery phase (scene III) revisit decontamination, disposal, and certification for safe entry.*

Additional Questions:

How will responder's requests for additional equipment be prioritized? Does your jurisdiction have a system in place that allows the management team to anticipate the needs of responders?

- *Prioritization of requests should be addressed in the EOP. In most incidents, the priority should go to life saving and protecting activities.*
- *Explore with the group methods of anticipating needs so the management team does not remain in a reactive mode, but can transition into a proactive management of the situation.*

5. **Will your jurisdiction's response personnel have the necessary technical information to implement appropriate protective actions?**

- *The EOP review and the discussion during the last scene about the kinds of training responders had received should provide the background to support this discussion.*
- *Allow the participants to address the local procedures for implementing the tactical actions they discussed as part of questions one and two of this scene.*
- *Revisit the complications caused by the loss of many primary responders and managers.*

6. **How will you address the need for extensive personal decontamination at the site prior to sending casualties to a hospital for further treatment?**

- *This question presents a good opportunity to address the risks associated with radioactive materials and its spread. As previously stated, nuclear materials, especially in the area of the induced radiation pattern, remain in the environment for an extremely long period of time and require decontamination at this point in the scenario.*
  - *Contamination should be removed (or decontaminated) as soon as possible. Standard clothing provides some protection, though the longer radioactive material is allowed to remain on clothing or on the skin, the greater the level of exposure and risk of short and long-term health effects.*
- *The group should address the management of public perception and fear during this portion of the discussion.*

7. **What community health planning has been completed? Have privately owned hospitals, home-care agencies, long-term care facilities, and clinics been incorporated into the EOP and included in the planning process? Has your community conducted joint exercises for this type, or any type of mass casualty situation?**

- *The EOP review should indicate the preparedness of the community health program to address mass casualty situations and the involvement of all local health care assets in the planning process.*

- *Most jurisdictions should have been involved in joint mass casualty exercises because these are an accreditation requirement for most health care organizations, especially hospitals.*

Additional Questions:

What on-scene medical operations might be necessary?

- *This issue should be addressed in the community health plan as is it exists. The priorities at the scene should be gross triage, transportation, and limited life-saving efforts.*

Will triage stations be established? Where will these be established?

- *The discussion of triage should focus on managing the flow of casualties through the community health system. The community health plan should address this issue.*

What types of communications should be conducted between responders and the hospitals prior to the arrival of exposed victims? How will exposed patients be processed at point of collection and point of delivery?

- *Communication protocols for providing critical information should be provided within the communications section of the EOP.*

- *Triage protocols at both collection and delivery points should also be part of the plan. Basic requirements dictate triage be performed at both locations. This may be a good point to address the differences between standard emergency room triage and mass casualty triage.*

What specific assistance do you need from the State and federal government? How will these resources be integrated into the response operations?

- *State and federal plans provide for mobilizing these types of resources in disaster situations. It is important for the group to realize that there may be a significant time delay before those resources are available.*

What type of epidemiological surveillance program does your community have in-place? How well defined are the linkages between the community health program and plan and your consequence management infrastructure?

- *Epidemiological surveillance is important in determining the number of citizens that were exposed to the radiological material associated with fallout. Community health planning should account for locating personnel within the incident area that may be asymptomatic at this point, especially in light of the potential long-term health effects.*
- *The community should consider establishing a database to track the health of those members of the community, including responders that may have been exposed to fallout.*
- *The EOP should define the linkage between the community health program and the emergency operations management structure and a representative of the community health agency or EMS should be on the management team.*
- *During the discussion of this question, you should revisit the protective actions necessary in a fallout zone.*

8. How will vital out-of-area resources be transported in a timely manner to the scene where they are needed?

- *Transportation and acquisition of emergency supplies and equipment should be addressed in the EOP.*
- *Allow the participants to discuss whether transportation sources other than DoD and DOT have been considered in their plans.*
- *Determine whether the participants' expectations of federal assistance are realistic. There may be a several hour delay before federal assistance arrives. The local managers need to understand that their actions during the first six to eight hours of the response, when federal assistance is en route will determine the success of the response.*

9. How will immediate needs for food, water, sanitation, and shelter be provided for potentially thousands of displaced travelers and workers?

- *The sheltering portion of the local emergency operations plan should address meeting these needs. The American Red Cross has federal responsibility for these functions and is normally well prepared locally to meet these needs. Most communities have identified shelters and evacuation routes in their plans.*
- *Determine if the group feels it can accommodate these needs with locally available resources, or if outside assistance from State and/or federal assets will be needed.*

- *One of the continuing concerns related to radiological emergencies is the potential contamination of food and water. The group may wish to address the techniques used to ensure the safety of those consumables.*

10. What immediate public relations and media concerns must be anticipated? How will these concerns be addressed? Who will serve as your jurisdiction's spokesperson in this incident?

- *The Joint Information Center (JIC) should be established following the arrival of State and federal assets and serves as the source of pubic information after that point. The plan should identify who will serve as local spokesperson prior to the establishment of the JIC.*

- *Most EOPs assign the management of public affairs issues to the management team located in the EOC. Determine participants' familiarity with public affairs procedures. Anticipating that public panic and extreme fear are likely to exist, the group should discuss how to diffuse the issue without denigrating the seriousness of the situation. Determine if the participants understand the importance of a multimedia approach and the development of themes.*

- *In the early stages of a response, public safety messages must be disseminated quickly.*

Additional Questions

Does the communications system meet the multilingual needs of the area?

- *The EOP review should identify multilingual needs and procedures for the community.*

11. What are the internal and external communications requirements for this response? Who is responsible for ensuring that the necessary systems are available? What problems may be anticipated?

- *The EOP should address internal and external communications requirements and assign responsibility for maintaining a viable system. Communications support equipment is normally located in or adjacent to the EOC.*

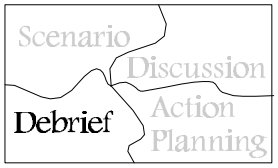
- *Internal communications issues focus on the ability of jurisdictions to communicate with responders from different agencies (e.g., fire departments talking to police). Determine what system is in place to facilitate such coordination or if coordination must be accomplished face-to-face, through dispatchers, or the EOC.*

- *External communications issues should focus on the procedures for providing essential information to State and federal responders and managers who are en route to the incident site.*

- *Solutions relying on public hard lines or cellular telephone systems should be discouraged in light of the numerous demands that will be made on those systems, unless the plan review revealed that a priority override system for emergency communications is in place with local phone service providers.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following scene, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

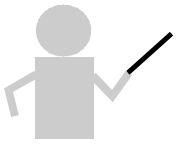


Purpose

This activity is designed to review the key concepts covered during the assessment of the response stage of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.

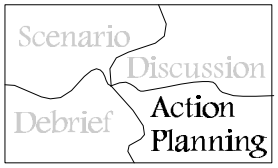


Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Responders will be faced with a potentially huge number of dead, dying, and injured victims.	
Speaking with a unified voice and having everyone express the same message to the public is crucial during a criminal incident.	
You will need to coordinate with the State for deployment of State personnel and resources.	
Need a centralized voice and location to control rumors.	
Isolation of the incident site and decontamination must be considered.	

Action Planning



Purpose

begin the planning process to ensure that their jurisdiction is prepared to respond to a nuclear WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.

   Use the brainstorming of key issues (by category) as the basis for developing priorities.

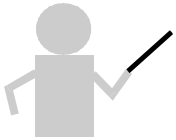
   Sort through the priorities and identify responsibilities for

   priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.

   After the list of issues is sorted, encourage the group to assign

5.

   completing the actions.



Instructor Note

Use the grid to capture the group consensus on needed actions. This list will be especially helpful

The Action-Planning Sessions are not conducted with Scenes I and

Make copies of the *Action-Planning Guide*

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning	**Resources**
Issue **Action**	**Issue** **Action**
Personal Action Steps	**Training**
Issue **Action**	**Issue** **Action**

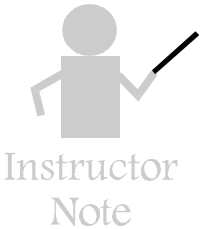
Wrap Up

Purpose

The wrap up should conclude the day-two session and prepare for Session III.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 6 – Session III

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Session III – Day Three

Recovery from a Nuclear Terrorism Incident

Purpose

Purpose

- Raise awareness of emergency management activities associated with a maturing situation
- Focus on issues you will face during the recovery phase:
  - period of continued operations,
  - augmentation and mutual aid,
  - recovery planning, and
  - preparation to integrate State and federal responders

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This session is designed to help raise your awareness of emergency management activities associated with the maturing situation. It focuses on concerns that you will be faced with during the recovery phase of the incident which includes the period of continued operations, augmentation and mutual aid, recovery planning, and the preparation for integrating State and federal responders.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Assess direction and control procedures
- Assess communication systems
- Assess notification system
- Assess procedures for addressing public affairs issues

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Objectives (con.)

- Assess ability to conduct extended operations
- Assess current time requirements for coordinating augmentation of resources
- Identify specific types of federal assistance for which you need to ask
- Identify the adequacy of authorities for dealing with this event

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Upon completion of this session, you will be able to:

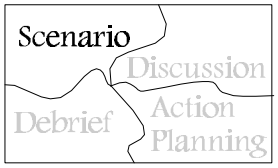
1. Assess direction and control procedures
2. Assess communication systems
3. Assess notification system, including notification of families
4. Assess procedures for addressing public affairs issues, including the importance of public information in terrorist events
5. Assess ability to conduct extended operations
6. Assess current time requirements for coordinating augmentation of resources from State and federal agencies (i.e., human and material)
7. Identify specific types of federal assistance for which you need to ask
8. Identify the adequacy of authorities for dealing with the event

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Recovery from a Nuclear Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The Immediate Threat Wanes

- Sanitation a major issue in shelters and hospitals
- National Guard assists in decontamination and containment
- Approximately 125,000 suffer radiation sickness or require decontamination
- Disaster Field Office (DFO) in full operation

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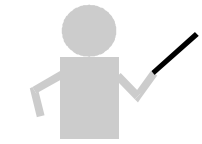
This scene centers on the waning aspects of the immediate threat – new issues arise such as coordination efforts with federal agencies and need for assistance to support recovery efforts.

Scene III – The Immediate Threat Wanes

- Sanitation is a major issue in shelters and hospitals
- National guard assists in decontamination and containment
- Approximately 125,000 people suffer radiation sickness or were exposed and require decontamination
- Disaster Field Office (DFO) in full operation



Instructor Note

Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This nuclear WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a nuclear terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene III

With the rain, much of the radioactive fallout particles will wash out of the sky and into the soil and surrounding water shed. *[Insert a description of the water system, especially any rivers that are in the area (include the direction of flow, e.g., south to north, if a river or named stream is in the area). Describe the watershed and provide an indication of areas affected by the run-off.]* The communities in the area *[provide area names of locations potentially affected by the run off of radioactive particles]* use the watershed system for drinking and irrigation water. *[If there are no agricultural activities using irrigation in the area then adjust this section as appropriate.]*

Sanitation is a major issue in the shelters and hospitals. The safety and health of patients who were in hospitals for other reasons are compromised by the influx of patients and material contaminated with radioactive fallout. The hospitals attempt to relocate routine patients to provide additional staffing and support to victims.

Highlights of this scene include:

- It starts getting dark and raining.
- The National Guard arrives and begins to take up positions throughout the city.
- Hospitals request assistance with transporting excess patients to other facilities.
- An evacuated hospital requests transportation and other logistical support.
- Disposal of contaminated waste in the area around City Hall, contaminated equipment, and other material become a major issues.
- Environmental groups are concerned about radiation fallout and its effect on the water supply.
- The public is provided with information on the extent of the damage and the amount of radiation exposure and fallout expected in the area.
- Reports indicate that approximately 125,000 people either suffer radiation sickness or were exposed and require decontamination. *[Adjust this number as appropriate based on the demographics of the jurisdiction taking part in this activity.]*
- The DFO is situated, staffed and is in full operation.
- The JIC is inundated with calls from the media about the response effort and the lack of information provided to them.
- The President announces that he/she will visit the area to personally inspect the devastation.

Scene III : The Immediate Threat Wanes

It is *[scenario time]* (T + 7:00) on *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The sun sat at *[appropriate time]*. It is raining. The temperature is currently *[forecasted end of day temperature in ° Fahrenheit]*. *[Because it is evening, adjust background description to reflect a scenario time after sunset.]*

The rain and darkness complicate the response efforts. By *[scenario time]* (T + 6:50), members of the National Guard arrive and take up positions in and around downtown to assist the police with their duties and with the decontamination and containment efforts. The Red Cross has offered assistance in transporting food, water, medications, and other resources to shelter locations and wherever else they are needed. Officials from the EPA have contacted the *[city or jurisdiction]* Public Works Department, *[city or jurisdiction]* Safety Department and the *[State]* Department of Safety in order to coordinate efforts for monitoring radiological contamination that may have migrated into drinking water sources, surrounding lakes, rivers, and soil.

Numerous public interest and environmental groups, such as *[insert the name of at least two local environmental groups]* call the EOC and other State and local government officials. They also release statements to the media expressing concern about the long-term effect this event will have on the environment, the health of the community, and the drinking water in the area.

Several hospitals request assistance with transporting patients to other hospitals due to inadequate resources. They also request immediate assistance with monitoring incoming patients and decontamination procedures or they will be forced to turn additional patients away. Proper disposal of contaminated equipment and other material accumulating at the hospitals become a concern. The Community Health Spokesperson *[or official based on OEP review]* provides information to the public via a news conference regarding the effects of radiation under the current situation and encourages people to stay indoors. This conference was not coordinated with the Joint Information Center (JIC).

By *[scenario time]* (T + 10:30), updated reports of casualties filter in from area hospitals, shelters, and residences. It is reported that up to 75,000 people may either suffer radiation sickness or were exposed and still require decontamination and advanced medical treatment – though these numbers are not confirmed.

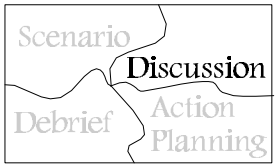
Additional updates have been received from the assessment teams scattered throughout the radii of damage. They indicate *[insert a brief summary of damage reports developed for scene II]*.

HHS/PHS, DoD, DOE and EPA officials are concerned about the possibility that a large number of people were not monitored for contamination before leaving the area. There is also concern that many contaminated vehicles have traveled to other jurisdictions. These same officials are extremely concerned about the spread of contamination throughout the area watershed.

By *[scenario time]* (T + 16:00), the DFO is situated, staffed, and in full operation. The JIC, handling media inquiries, is inundated with questions on the adequacy of the response effort and the lack of information provided to them and the public by State and local authorities.

During an early morning news cast at *[scenario time]* (T + 22:00), the President makes a surprise announcement that she/he will tour the area later that day to personally assess the devastation.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

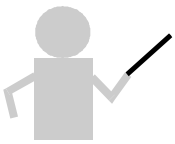
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the previous scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Public Affairs; Extended Operations; Transition Operations; and other topics such as Community and Business Recovery.

QUESTIONS – Scene III

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities and response concerns at this point? Do you need to revise your agency's strategy? What tactics are available to carry out this new strategy?**

   - *Using the results of action-planning sessions one and two, ask participants to develop a list of anticipated needs and concerns, as well as anticipated resource shortfalls.*
   - *At this point, participants should be concerned with integrating the State and federal response as a Disaster Field Office (DFO) is established and certain management responsibilities are shared.*
   - *Among the priorities that should also be considered:*
     - *Re-entry, restoration, and recovery, although these activities will be greatly complicated by the extent of the nuclear radiation hazard; and*
     - *Continuing medical surveillance and general community health response.*

Additional Questions

What response concerns are based on resource shortfalls? How will you meet (or fill) these critical needs?

- *Resource shortfalls will include personnel, equipment and supplies. The review of the EOP should indicate what types of resources are available through immediate assets or mutual support at the start of the incident. At this point, most of the local assets will be exhausted or committed.*
- *Participants should list anticipated sources of resources by category. Expect some to point to State and federal sources.*

2. **How will you conduct extended response operations? Are local personnel and equipment resources adequate for the extended operations required?**

   - *The EOP should account for round-the-clock operations. Many jurisdictions plan to send a portion of the EOC staff home after the initial incident assessment reveals the need for extended operations. Determine who will be responsible for each function on multiple shifts.*

- *Each agency will likely be overwhelmed. The real question is how much State, federal or National Guard support is needed.*

3. **Based on the information presented, what staffing levels do you foresee your agency contributing to the response effort over the next 24 hours? What problems do you anticipate?**

- *Discuss the staffing pattern for the management team. The length of shifts, number of personnel, etc. should be detailed in the EOP, but should be reviewed at this time. Jurisdictions planning on 12-hour shifts should be encouraged to reconsider. Review the staffing plan and ensure the staff is optimally utilized during active periods.*

4. **What are your procedures for integrating State and federal resources into your management organization?**

- *The EOP should outline the procedures for State and federal integration.*
- *State and federal assistance is supplementary to the local response and as the Disaster Field Office (DFO) is established the Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) will coordinate activities of the State and local governments, ARC, the Salvation Army other relief and disaster assistance organizations.*

Additional Questions

How will your agency coordinate its action with other agencies (federal, State and local) and public interest groups?

- *The FCO is the primary coordinating authority for consequence management; the FBI handles crisis management.*

With the arrival of State and federal assistance and the formation of a Joint Information Center (JIC), how will media inquiries be handled? Who in your jurisdiction is responsible for authoring media releases?

- *Media releases must be coordinated with the FBI, FEMA, and State and local authorities once the JIC has been established.*
- *The EOP should provide a detailed communications/public relations plan.*

5. **How do you anticipate disposing of large amounts of contaminated waste generated during the response and decontamination phases? How will these materials be safely transported? By whom? To what locations?**

- *The emergency operations plan should account for disposal of hazardous radioactive waste.*
- *The Department of Energy (DOE) has federal responsibility for the disposal of radioactively contaminated waste. The State and local EOPs should provide details on how the local HAZMAT teams interface with DOE to coordinate removal and disposal operations.*

6. **When will the response phase be over? When will the recovery (cleanup/ remediation) phase be over?**

- *The EOP should provide guidance on concurrent activity response and recovery.*
- *The response phase will continue as long as the FBI, FEMA, and DOE are involved in the immediate area (i.e., as long as immediate criminal investigation and life-saving activities are taking place).*
- *The recovery phase will continue until the recovery plan has been fully implemented and completed (remember, "putting things back the way they were," is not always the best answer). In the case of the induced radiation pattern, the area will likely remain radioactive for an extend period. Shielding with massive amounts of concrete or other materials may be the best option.*

7. **What continuing assessments should be enacted when the cleanup phase is complete? Who will make these determinations?**

- *Long-range health issues are of great concern.*
- *The EOP should provide an overview of how continuing assessments and long term monitoring are accomplished, allow the group to discuss their areas of concern and propose priorities.*

8. **What are the environmental concerns related to this incident?**

- *There are numerous concerns related to fallout, e.g., it is a mixture of heavy metals and other radioactive materials and may be toxic in its own right beyond the long-term*

effects on animals. The local responders might also identify some issues particular to their area.

Additional Questions

What steps will be taken by your agency to ensure adequate sanitation measures throughout the affected area?

- *The local HAZMAT plan should identify sanitation procedures related to radiological operations.*

What local requirements exist for re-entry to an evacuated area due to a HAZMAT incident?

- *The HAZMAT annex to the EOP should outline re-entry procedures.*
- *Following an incident involving radioactive materials, the local emergency management team should consider the need for "safe certification." That is, having a "third party" lab verify the area as free from contamination.*

9. **Within your jurisdiction, what psychological traumas may be anticipated? How will your agency deal with these traumas?**

- *Many agencies have teams already designated to assist in such cases. In most instances, the teams will not have the capacity to handle the expected cases in an incident of this magnitude.*
- *Discuss the availability of crisis counseling. Also, refer participants to Section 416 of the Stafford Act.*

Additional Questions

How will your agency participate in death notification of civilians and your colleagues? Are personnel in your agency adequately trained in the process of death notification?

- *Death notification is always a difficult issue. The EOP should provide guidance to managers. However, at a minimum someone in the supervisory chain should be involved with the actual notification.*

10. **What will you propose as a course of action to meet the resource shortfalls identified in this scenario?**

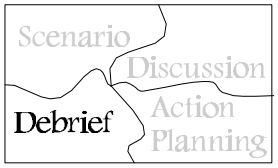
- *Let the group propose a course and record what they say. The jurisdiction can later address the adequacy or feasibility of the response. As instructors, we are not providing information on the solution to these needs.*

11. **Are your jurisdiction's current plans, policies and procedures adequate for response to this phase of the incident? What steps will be necessary to upgrade these plans to an adequate level?**

- *This question serves to wrap-up the day's discussions as well as the overall three-day session. The responses should serve as the basis for the summary to be presented at the conclusion of this activity.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise which you must be prepared to address.

Debrief

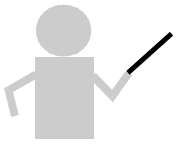


Purpose

This activity is designed to review the key concepts covered during the assessment of the recovery phase of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do**
A nuclear detonation causes extensive damage to property, however, recovery must focus on decontamination and monitoring to ensure the public safety. Analysis of the attack for the purpose of improving response capability is essential. After-action reports are good sources of information.	
You must become familiar with your State's roles and responsibilities in a WMD incident.	
The FBI is designated as lead agency for crisis management response to terrorist incidents by Presidential Directive. This Directive and other statutes give the FBI the lead role in law enforcement response throughout the investigation.	
WMD incidents can easily grow into long-duration events due to the complexities that are faced. The planning process is a critical element in preparing to deal with WMD incidents.	
Federal disaster assistance is made available through the Robert T. Stafford Disaster Relief and Emergency Act. Through this Act, aid is generally available on a 75/25 Federal-State/local match.	
Traditional disaster assistance programs can supplement a long-term recovery program, but do not replace the local government's responsibility.	
Deploying resources will be just one of your problems; another problem will be dealing with the overabundance of people who offer their services.	
You may encounter a situation of "no movement" because of too much help. Be aware that these issues exist, and plan accordingly.	

Wrap Up

Purpose

The wrap up should conclude day-three session and prepare for final action-planning phase.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Transition to Final Action-Planning Session.

Section 7 – Course Action-Planning Session

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Course Action-Planning Session

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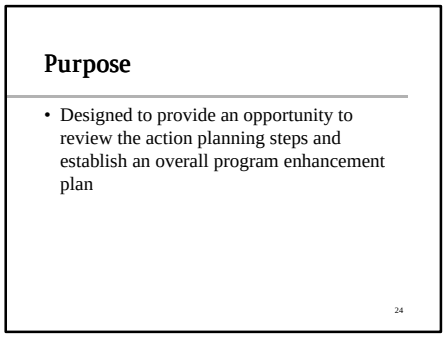
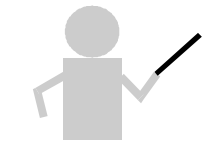


This session is designed to provide participants with an opportunity to review the action planning steps developed during the action planning sessions and establish an overall program enhancement plan.

Presentation

1. Use the 30 previously identified actions as the basis for this discussion and prioritization.
2. Develop in advance and provide as both student handouts and wall charts the twenty priority actions developed during the first two sessions.
3. Using facilitated discussion, review the 30 actions identified during the previous discussion sessions. Attempt to develop a group consensus using the "majority rules" method and create a list ranking these needed actions. (*Note:* In most jurisdictions the Chief Executive or elected official has veto/approval authority and opinions must consider this.)
4. Unlike the previous action planning sessions, do not attempt to sort the issues by program, training, or resources.
5. After the list has been ranked, review the assigned responsibilities with the group. If any one agency has an inequitable share of the actions, confirm with the group that that division of labor is appropriate.



Instructor Note

This list of actions and responsible parties forms the foundation of the activity report.

Use a round-robin discussion to ensure each member of the group participates in the prioritization.

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Section 8 – Summary and Conclusion

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Summary and Conclusion

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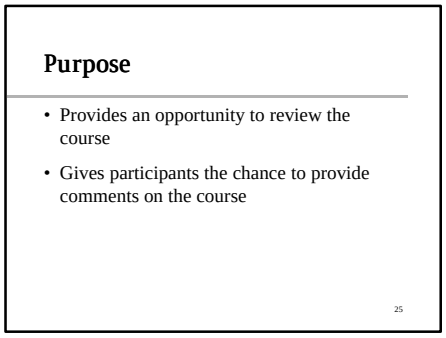
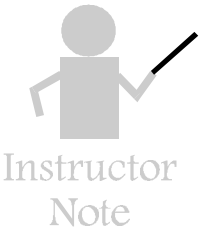


This session provides participants with the opportunity to review the course. This session also gives participants the opportunity to provide comments on the course.

Presentation

1. Provide concluding remarks on course/workshop. Provide highlights of lessons learned throughout the course.
2. Review objectives and outcomes of the course.
3. Stress the importance of implementing the action plan developed during the last lesson.
4. Provide time for the participants to complete the course evaluation tool found in the student manual.
5. Graduation – distribute certificates of completion/training.



Because class members will be ready to leave and return to their offices or home, keep the concluding lesson brief.

If participants seem willing to provide detailed comments, allow time. Don't put on any pressure, however.

Congratulate the participants on their performance and thank them for their efforts.

Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 9 – References

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Background Information on WMD Incidents

What is Terrorism?

For the purposes of this course, terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom.

What is Weapons of Mass Destruction Terrorism?

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Facts on Terrorism

- On February 29, 1993, a bombing in the parking garage of the World Trade Center in New York City resulted in the deaths of five people and injuries to thousands. The bomb left a crater 200 by 100 feet wide and five stories deep. The World Trade Center is the second largest building in the world and houses 100,000 workers and visitors each day.
- In the Centennial Olympic Park-Olympic Games Bombing in Atlanta, Georgia, in 1996, there were two deaths and 110 injuries.
- The Department of Defense (DoD) estimates that as many as 26 nations may possess chemical agents and/or weapons and an additional 12 may be seeking to develop them.
- In recent years, the largest number of terrorist strikes have occurred in the Western United States and Puerto Rico. Attacks in Puerto Rico accounted for about 60 percent of all terrorist incidents that occurred on United States territory between 1983 and 1991.
- The Central Intelligence Agency (CIA) reports that at least 10 countries are believed to possess or be conducting research on biological-agents weapons.
- In the United States, most terrorist incidents have involved small extremist groups who use terrorism to achieve a designated objective. Local, State, and Federal law enforcement officials monitor suspected terrorist groups and try to prevent or protect against a suspected attack.
- A terrorist attack can take several forms, depending on the technological means available to the terrorist, the nature of the political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used terrorist method in the United States. Other possibilities include an attack at transportation facilities, an attack against utilities or their public services or an incident involving chemical or biological events.

Responding to a WMD Incident: Things You Should Know

- There is an increased concern about how to deal with the threats posed by weapons of mass destruction. A WMD incident challenges the confidence of emergency response personnel and the capacity of the health care system.
- Most local emergency management systems require an enhanced capability to manage a WMD threat. They require a capability for agent identification, personal protection, decontamination, and effective initial and definitive treatment modalities.
- Health systems for response to WMD require the following: agent identification, safe extraction and antidote administration; victim decontamination, triage and primary care; emergency medical transportation; local and regional definitive medical care; forward movement of victims for further care; appropriate disposition of the deceased; and decontamination of the incident site.
- Close cooperation with other emergency response groups, agencies, and individuals is essential; that is at the federal level, interdepartmental, interagency; then a federal/State/local government cooperative effort; and then a public/private effort.
- Responding to criminal incidents involves many tasks and can become very complex. No one response agency can handle the breadth and depth of tasks that must be done.
- Teamwork and an appreciation for the roles of other responders are crucial to effective working relationships.
- Good working relationships will help increase the probability of successful safe operations for:
  - rescue and treatment of victims;
  - gathering of physical evidence;
  - restoration of uninterrupted utilities;
  - prosecution of perpetrator(s); and
  - continued relationships for the future.
- You must consider the political atmosphere in your community. Elected officials will experience anger and frustration from the public's feeling of helplessness.
- You must also plan for the unexpected. Key staff people may be out of town or unable to handle the pressure, or adverse weather may delay help.
- The public is likely to panic due to their unfamiliarity with the event. It is important to have accurate health-related information available. You don't want to risk the public's perception that you don't know what you are talking about. Remember the Midwest flood, "Cannot even tell us how long to boil water, how can we trust them on vaccination?".

Key Factors to Consider When Developing a WMD Terrorism Annex to the EOP

The following are some key factors that you should consider when developing your WMD Terrorism Annex.

Nature of the Hazard

Describe the nuclear devices of primary concern, including information on the physical effects of these devices that have a direct bearing on emergency planning and response – i.e., the radii of damages; behavior in fires, and persistence in the environment (half-life); makeup, symptoms and characteristics; and the short-term and long-term effects.

Risk Area

Emergency response plans must reflect the fact that a nuclear detonation will affect different areas in different ways and at different times. Areas near the point of detonation are likely to experience almost absolute destruction, while areas farther away are likely to experience varing degrees of damages depending on structrual characteristics and topography. The plans should provide for the most rapid and effective protective actions possible. For locations farther away, but still possible within the risk zone of contamination by the hazard, plan for public protective actions, including the possibility of having time to evacuate the public in an orderly fashion. Also, plan for the possibility of sheltering populations who can not be evacuated in time. Consider consequence management plans for those not in the immediate area of the contaminant.

Response Actions – Things to Think About

Direction and Control

Who's In Charge? How will your agency's actions be coordinated with the actions of other agencies? What conflicts may be anticipated due to the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal, State, city, and local jurisdictions? What written policies provide guidance on these issues?

What will be the effect of a WMD incident on your integrated command structure? How will it change?

What support will you receive from other agencies?

Do you know who has coordination responsibilities for this effort? Where are these duties specified?

Emergency Operations (Evacuation and Sheltering)

What policies do you have in place regarding evacuation, specifically the following: (emergency powers, safe routes, assist the special populations (elderly, handicapped, special needs), security for evacuated properties?

What areas will you evacuate? How long do you think it will take?

Where will you send these evacuated people? What routes will you designate?

Who can order an evacuation?

Who will manage the traffic and designate traffic routes to prevent traffic congestion?

What plans and procedures do you have in place for temporary shelters? Do you know who is responsible for coordinating shelter arrangements? Do you have sufficient shelters pre-arranged for use?

Do you have areas designated for shelters?

Public's Needs

Do you have arrangements in place to meet the public's immediate needs for food and water?

The Medical Response Effort

The public will think they have been exposed – and may overload hospitals. In Japan, there were a reported 5,500 casualties (12 deaths, 17 critical patients, 37 severe, and 984 moderate, with another 4,000 casualties who seemingly had nothing wrong with them, but who reported to medical facilities). How are you going to handle the influx of people who have not been exposed – but think they have? You are going to have to deal with these people quickly – in order to find and deal with the people who have been exposed.

What about drug treatments? Will they only be available for use in a medical facility? Will you have access to the required antidotes? How will you get the vaccine quickly?

Resource Requirements (Equipment, Supplies)

- Respirators
- Radiological protective clothing and suits
- Gloves
- Boots
- Goggles

Response Actions – Things to Think About

- Face shields
- Hard hats
- Hoods
- Safety glasses
- Must be trained to use equipment and must be maintained
- All personal protective equipment (PPE) must be approved

Will you have adequate supplies for decontamination efforts?

What resource shortfalls do you anticipate? What specific assistance will you need from the State government?

Decontamination

Who will alert you if internal protective actions are required?

How will you be notified of contaminated or exposed patients?

What is the level of field decontamination that patients will receive?

What arrangements will you need to make for extensive decontamination at the scene?

How will you monitor the scene to control the spread of the contaminant? Do you have written procedures to address this?

How Prepared Are You and Your Agency to Deal with Recovery Issues?

Things to Think About

Resource Requirements (Equipment, Supplies, Personnel)

Do you have procedures in place to specify how extended operations should be conducted?

Do you have alternates to meet resource requirements when you experience a shortfall? Do you have these arrangements in writing?

What plans will you consult regarding ongoing staffing requirements?

Clean-up, Debris Disposal and Decontamination

Who is responsible for the disposal of contaminated clothing, articles, and dead bodies?

How will these materials be safely transported? Does your EOP/SOP specify waste diposal locations and identify who will do it?

Do you know if your locality and State has promulgated regulations regarding hazardous waste disposal?

Do you have mechanisms in place to quickly remove the contaminant so that businesses can reopen quickly?

Economic Recovery

Do you have plans in place to retain businesses during the recovery phase?

Mental and Physical Health

How will your agency deal with psychological traumas? Does your agency have arrangements or agreements with agencies to perform critical stress incident counseling? Do you know how to obtain federal assistance for this service?

Do you know what type of medical surveillance, if any, will be required?

Presidential Decision Directive 39 (PDD-39) Unclassified

U.S. POLICY ON COUNTERTERRORISM

1. General. Terrorism is both a threat to our national security as well as a criminal act. The Administration has stated that it is the policy of the United States to use all appropriate means to deter, defeat and respond to all terrorist attacks on our territory and resources, both people and facilities, wherever they occur. In support of these efforts, the United States will:

- Employ efforts to deter, preempt, apprehend and prosecute terrorists.
- Work closely with other governments to carry out our counterterrorism policy and combat terrorist threats against them.
- Identify sponsors of terrorists, isolate them, and ensure they pay for their actions.
- Make no concessions to terrorists.

2. Measures to Combat Terrorism. To ensure that the United States is prepared to combat terrorism in all its forms, a number of measures have been directed. These include reducing vulnerabilities to terrorism, deterring and responding to terrorist acts, and having capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including those of mass destruction.

a. Reduce Vulnerabilities. In order to reduce our vulnerabilities to terrorism. both at home and abroad, all department/agency heads have been directed to ensure that their personnel and facilities are fully protected against terrorism. Specific efforts that will be conducted to ensure our security against terrorist acts include the following:

- Review the vulnerability of government facilities and critical national infrastructure.
- Expand the program of counterterrorism.
- Reduce vulnerabilities affecting civilian personnel/facilities abroad and military personnel/facilities.
- Reduce vulnerabilities affecting U.S. airports, aircraft/passengers and shipping, and provide appropriate security measures for other modes of transportation.
- Exclude/deport persons who pose a terrorist threat. Prevent unlawful traffic in firearms and explosives, and protect the President and other officials against terrorist attack.
- Reduce U.S. vulnerabilities to international terrorism through intelligence collection/analysis, counterintelligence and covert action.

b. Deter. To deter terrorism, it is necessary to provide a clear public position that our policies will not be affected by terrorist acts and we will vigorously deal with terrorist/sponsors to reduce terrorist capabilities and support. In this regard, we must make it clear that we will not allow terrorism to succeed and that the pursuit arrest and prosecution of terrorists is of the highest priority. Our goals include the disruption of terrorist-sponsored activity including termination-of financial support, arrest and punishment of terrorists as criminals, application of U.S laws and new legislation to prevent terrorist groups from operating in the United States, and

application of extraterritorial statutes to counter acts of terrorism and apprehend terrorists outside of the United States. Return of terrorists overseas, who are wanted for violation of U.S. law, is of the highest priority and a central issue in bilateral relations with any State that harbors or assists them.

c. Respond. To respond to terrorism, we must have a rapid and decisive capability to protect Americans, defeat or arrest terrorists, respond against terrorist sponsors, and provide relief to the victims of terrorists. The goal during the immediate response phase of an incident is to terminate terrorist attacks so that the terrorists do not accomplish their objectives or maintain their freedom, while seeking to minimize damage and loss of life and provide emergency assistance. After an incident has occurred, a rapidly deployable interagency Emergency Support Team (EST) will provide required capabilities on scene: a Foreign Emergency Support Team (FEST) for foreign incidents and a Domestic Emergency Support Team (DEST) for domestic incidents. DEST membership will be limited to those agencies required to respond to the specific incident. Both teams will include elements for specific types of incidents such as nuclear, biological or chemical threats.

The Director, FEMA, will ensure that the Federal Response Plan is adequate for consequence management activities in response to terrorist attacks against large U.S. populations, including those where weapons of mass destruction are involved. FEMA will also ensure that State response plans and capabilities are adequate and tested. FEMA, supported by all Federal Response Plan signatories, will assume the Lead Agency role for consequence management in Washington, D.C. and on scene. If large-scale casualties and infrastructure damage occur, the President may appoint a Personal Representative for Consequence management as the on scene Federal authority during recovery. A roster of senior and former government officials willing to perform these functions will be created and the rostered individuals will be provided training and information necessary to allow them to be called upon on short notice.

Agencies will bear the costs of their participation in terrorist incidents and counterterrorist operations, unless otherwise directed.

d. NBC Consequence Management. The development of effective capabilities for preventing and managing the consequences of terrorist use of nuclear, biological or chemical (NBC) materials or weapons is of the highest priority. Terrorist acquisition of weapons of mass destruction is not acceptable and there is no higher priority than preventing the acquisition of such materials/weapons or removing this capability from terrorist groups. FEMA will review the Federal Response plan on an urgent basis, in coordination with supporting agencies, to determine its adequacy in responding to an NBC-related terrorist incident; identify and remedy any - shortfalls in stockpiles, capabilities or g; and report on the status of these efforts in 180 days.

Robert T. Stafford Disaster Assistance and Emergency Relief Act, Section 416

{§ 416}

§ 5183. Crisis counseling assistance and training

The President is authorized to provide professional counseling services, including financial assistance to State or local agencies or private mental health organizations to provide such services or training of disaster workers, to victims of major disasters in order to relieve mental health problems caused or aggravated by such major disaster or its aftermath.

ACRONYMS

ACOM	Atlantic Command
AEM	Area Emergency Manager
AID	Agency for International Development
AMC	Army Materiel Command
AMS	Atmospheric Monitoring System
ARAC	Atmospheric Release Advisory Capability
ATSDR	Agency for Toxic Substance and Disease Registry (PHS)
BSI	Base Support Installation
CAT	Crisis Action Team (DOMS)
CBRDT	Chemical/Biological Rapid Deployment Team
CDC	Center for Disease Control
CDRG	Catastrophic Disaster Response Group
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
$C^{O}M$	Consequence Management
$C^{R}M$	Crisis Management
CRTF	Commander, Response Task Force
DALO	Disaster Area Liaison Officer
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Team
DOE	Department of Energy
DOJ	Department of Justice
EAS	Emergency Alert System
ECC	Emergency Command Center
EICC	Emergency Information and Coordination Center
EMP	electromagnetic pulse
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EOD	Explosives Ordnance Detachment
EOT	Emergency Operations Team
EPA	Environmental Protection Agency
EPSP	Emergency Pharmaceutical Support Plan
ERAMS	Environmental Radiation Ambient Monitoring System
ERT	Emergency Response Team
ERT-A	Emergency Response Team-Advance Element
ERT-N	National Emergency Response Team
ESF	Emergency Support Function
EST	Emergency Support Team

ETA	Estimated Time of Arrival
FAST	Federal Agency Support Team
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FOSC	Federal On-Scene Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRMAC	Federal Radiological Monitoring and Assessment Center
FRP	Federal Response Plan
g	grams
GIS	Geographic Information System
HA	Hazards Assessment
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HIT	Hazardous Incident Team
HMT	Hazardous Materials Team
IC	Incident Commander
ICS/UC	Incident Command System/Unified Command
IND	Improvised Nuclear Device
IMA	Individual Mobilization Augmenter
IRR	Initial Response Resources
IRT	Incident Response Team
JCSE	Joint Communications Support Element
JIC	Joint Information Center
JNACC	Joint Nuclear Accident Coordination Center
JOC	Joint Operations Center
km	kilometer
kt	kiloton
LFA	Lead Federal Agency
LSC	Life Support Center
MACC	Multi-Agency Coordination Center
MATTS	Mobile Air Transportable Telecommunications System
MERRT	Medical Emergency Radiological Response Team
MERS	Mobile Emergency Response Support
MHC	Mobile Health Clinics
MKT	Mobile Kitchen Trailer
MOB Center	Mobilization Center
MOU	Memorandum of Understanding

MSA	Mine Safety Association
MSU	Management Support Unit
NAOC	National Airborne Operations Center
NASA	National Aeronautical and Space Administration
NBC	Nuclear, Biological, or Chemical
NCC	National Coordination Center
NCP	National Contingency Plan
NCR	National Capital Region
NDMS	National Disaster Medical System
NECC	National Emergency Coordination Center
NICT	National Incident Coordination Team
NIFC	National Interagency Fire Center
NMDS	National Disaster Medical System
NOK	next of kin
NRC	Nuclear Regulatory Commission
NRC	National Response Center
NRS	National Response System
NRT	National Response Team
NSC	National Security Council
OEMP	Office of Emergency Planning
OEP	Office of Emergency Preparedness
OSC	On-Scene Coordinator
OES	Office of Emergency Services
PHS	Public Health Service
PPE	Personal Protective Equipment
PSN	Public Switched Network
psi	pounds per square inch
Pu	Plutonium
RAP	Radiological Assistance Program
RDD	Radiological Dispersion Device
REAC/TS	Radiological Emergency Assistance Center/Training Site
RECC	Regional Emergency Communications Center
REM	Roentgen Equivalent Man
REOC	Regional Emergency Operations Center
RFA	Request for Assistance
RICT	Regional Incident Coordination Team
ROC	Regional Operations Center
RPM	Radiological Program Managers
RRC	Regional Response Center
RRT	Regional Response Team
RTF	Regional Task Force

SCO	State Coordinating Officer
SIOC	Strategic Information and Operations Center
SITREP	Situation Report
TERMM	Transportable Emergency Response Monitoring Module
TEU	Technical Escort Unit
TSP	Telecommunications Service Priority
U	Uranium
US&R	Urban Search and Rescue
USCG	United States Coast Guard
uCi/m2	microcuries per square meter
VA	Department of Veterans Affairs
VANTS	VA National Telecommunications System

DEFINITIONS

Access – Close physical proximity to a radiological agent, container or munitions, under circumstances that could provide an opportunity to acquire, release, tamper with, damage, or come in direct contact with the chemical agent.

Consequence Management (C^OM) – Involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses, and individuals.

Contamination – The deposit and/or absorption of radiological agents on and by structures, personnel, or objects.

Crisis Management (C^RM) – Involves measures to resolve the hostile situation, investigate, and prepare a criminal case for prosecution under federal law.

Decontamination – The process of decreasing the amount of radiological agent on any person, object, or area by absorbing, destroying, ventilating, or removing radiological agents.

Marshaling Area – An area used to store resources when the capability to provide transportation directly from the point of origin to the Mobilization Center into the affected area is restricted.

Nuclear Event Site – The geographical location of the nuclear event.

Staging Area – The facility at the local jurisdictional level near the disaster site where personnel and equipment are assembled for immediate deployment to an operational site within the disaster area (local or State control AKA final staging area).

RESOURCES

Centers for Disease Control Contact:

Emergency Response Coordination Group
4770 Buford Highway
Atlanta, GA 30341-3724
Phone: (770) 488-7100 – 24-hour phone line
Fax: (770) 488-7107

Weapons of Mass Destruction – Evaluation Form

Federal Emergency Management Agency
Emergency Management Institute

Directions: Your comments are an integral part of course design. Please assess the effectiveness of this training activity by answering the following questions.

Name _____
Title/Position _____
Agency/Organization _____
Jurisdiction (City, County, State) _____
Date of Course _____

1. Scenario Used
   (check one – if multiple scenarios are conducted, complete a separate evaluation form for each)

   ☐ Biological – Anthrax (persistent biological agent)

   ☐ Chemical – Sarin (non-persistent nerve agent)

   ☐ Chemical – VX (persistent nerve agent)

   ☐ Nuclear (improvised nuclear device)

   ☐ Radiological (radiological dispersion device)

2. What was the timeframe used for conducting the course?

   ☐ One day

   ☐ Three days

   ☐ Other: _____

3. Based on the facilitated discussion and action-planning session(s), identify the functional areas in your jurisdiction that require further planning, training or resources in emergency management and response with regard to a terrorist incident involving weapons of mass destruction. (Check all that apply.)

Planning	Training	Resources	
☐	☐	☐	Emergency Management Infrastructure
☐	☐	☐	Elected/Appointed Officials
☐	☐	☐	Fire Department
☐	☐	☐	Emergency Medical Services
☐	☐	☐	Law Enforcement
☐	☐	☐	Hazardous Materials Team
☐	☐	☐	Public Works
☐	☐	☐	Transportation
☐	☐	☐	Public Health and Safety
☐	☐	☐	Volunteer Organizations
☐	☐	☐	Neighboring Jurisdictions (mutual support)
☐	☐	☐	State Agencies within Jurisdiction
☐	☐	☐	Regional Federal Agencies
☐	☐	☐	Military Representatives within Jurisdiction
☐	☐	☐	Other (describe):

_____

_____

_____

_____

4. Based on the action-planning session, list the top three priorities for follow-up. Include the following information: the action and or task, what agency is responsible, point of contact, and the timeframe within which this action should be completed.

Item	Action	Responsible Agency	Point of Contact	Timeframe
1				
2				
3				

5. Having completed this course, do you have a better understanding of how to manage and respond to a WMD terrorism situation such as that described in the scenario? Why or why not?

_____

_____

_____

_____

_____

_____

_____

_____

6. Rate the following with regard to the course materials:

Rank the following according to this scale:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Content					
Was clear and well organized	5	4	3	2	1
Was relevant to course objectives	5	4	3	2	1
Activities were useful	5	4	3	2	1
Was technically accurate and current	5	4	3	2	1
The length of the course was appropriate	5	4	3	2	1
Course Materials					
Were well organized	5	4	3	2	1
Were helpful	5	4	3	2	1
Visuals were effective	5	4	3	2	1
Activities were challenging	5	4	3	2	1
Will be used in the field	5	4	3	2	1

7. How could the course be improved?

8. What were the strengths and weaknesses of the course?

Weapons of Mass Destruction

Radiological Scenario

FEDERAL EMERGENCY MANAGEMENT AGENCY
EMERGENCY MANAGEMENT INSTITUTE

Acknowledgement

This exercise was developed by the Emergency Management Institute (EMI) in partnership with the Exercise Division of the Preparedness, Training and Exercises Directorate (PT&E).

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Section 1 – Overview of the Course

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Overview of the Course

Introduction

The President of the United States has, through the issuance of Presidential Decision Directive 39 (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local government's efforts to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a series of courses, consisting of three sessions, which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your jurisdiction's needs. This course involves a radiological terrorism incident.

Purpose

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, radiological terrorism.

Rationale

Protecting the citizens in a jurisdiction is the primary responsibility of local government officials. The ability to fulfill this responsibility depends on the skills and abilities of local governments to apply their emergency management concept of operations in a timely and proficient manner when a WMD incident occurs.

Objectives

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans, policies, procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional disaster and emergency management staff.
- Determine the adequacy of the jurisdiction's *resources* (e.g., personnel, material, and personal protective and other equipment) for response to and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

Prerequisites for the Course

The course is designed with the following assumptions about participation:

1. The city or county conducting the course has an emergency operations plan (EOP) and standard operation procedures (SOPs).
2. The participants know and understand their roles and responsibilities, as defined by their EOP, are trained in their areas of expertise, and know their jurisdiction.

Target Audience

The following is a list of recommended participants, but it is not all-inclusive.

Recommended Audience for the Course	
Core Recommended Audience • Chief Elected/Appointed Official • Fire Chief • Sheriff, Police Chief • Director, Emergency Services • Director, Public Works • Director, Public Health and Safety • Public Information Officer • Chief Financial Officer • Legal Counsel • Chief Medical Examiner/Coroner • Communications Director **Other Potential Participants** • Transportation Authority (Port Authority, Airport Authority, and/or Area Transportation Authority, etc.)* • Evacuation Coordinator* • Mass Care Coordinator* • Resource Manager	• Chief, Animal Care and Control Agency • Warning Coordinator • Coordinator of Volunteer Organizations • Director, Emergency Medical Service (EMS) • Director, Hazardous Materials Team (HMT)* • State and/or federal Representatives, as appropriate* • Area Military Representatives* • National Guard Representative • Department of Energy (DOE) Representative • Federal Bureau of Investigations (FBI) Representative* • Public Health Service Representative • Centers for Disease Control (CDC) Representative • Environmental Protection Agency (EPA) Representative • U.S. Coast Guard (USCG) Representative • Representatives of neighboring jurisdictions

* The target audience with an asterisk must be invited (if they are available).

Categories of Participants

The course has three categories of participants:

- ***Instructor(s)*** – the person or persons responsible for organizing the course, providing information to the participants before, during, and after the course, and conducting the actual course. The instructor should be skilled in facilitating meetings and have a general understanding of response requirements for WMD incidents. A skilled instructor who is knowledgeable of both the jurisdiction and WMD terrorism related issues would be ideally suited.

  The instructor must have the full support of the jurisdiction's chief administrative officer and be authorized to ask assistance from staff members in preparing for the course.

- ***Participants*** – those carrying out the prescribed course tasks. The participants should include 10 to 15 local government senior staff members. Members of local political bodies and citizen organizations may also be invited to participate at the discretion of the jurisdiction.

- ***Observers*** – persons invited to learn from the course by watching or provide additional resources or advice. Allowing non-participants to observe the course is an effective way to spread the benefit; however, it is optional. The instructor and the participating jurisdiction would make the decision. Observers could be other staff members from participating departments, staff members from non-participating departments, elected or appointed local officials, and jurisdictional representatives. Staff members from other nearby jurisdictions might also be invited. By including observers, a jurisdiction would be increasing the impact of the course as a learning tool.

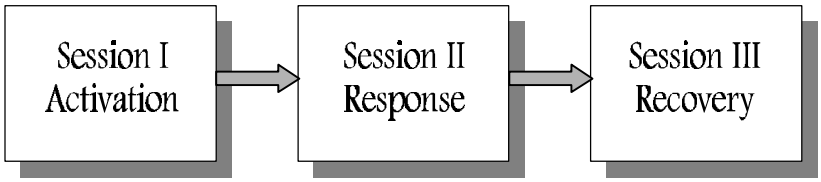
Overview of the Course

Experience demonstrates that preparing in advance improves performance when disaster strikes. This course provides you with an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically radiological terrorism, so that you can take actions now to be better prepared should a real event occur.

This course simplifies, orders, and rationalizes events during a period of time characterized by incredible confusion and complexity, pressure to do everything at once, and intense emotions. However, each session does cover key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.

The course scenarios are not designed to reflect your jurisdiction's political context, though you should consider how major political issues influence your actions and decisions. This course does not cover the technical details of responding to a terrorist incident involving radiation. Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover. A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course, mainly because it would take too long to adequately explain them. However, a list of resource materials that you can obtain for additional information is provided.

The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



Length and Schedule for the Course

This course is designed for completion over a three-day period, one-half day for each session, though it offers flexibility to jurisdictions. The following is a suggested content outline.

Content Outline
Day One (four to six hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Role of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Purpose of the Session
Objectives of the Session • Instructions • Scenario Background Information
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Day Two (four to six hours)
Session II: Response to the WMD Incident (Plutonium)
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Action-Planning Session Wrap Up
Day Three (four to six hours)
Session III: Recovery from Radiological Terrorism Incident
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Wrap Up
Course Action-Planning Session
Summary and Conclusion

One-Day Plan

Jurisdictions have the option of conducting this course in a single day lasting between eight and ten hours. This option sacrifices much of the detailed validation and/or assessment of current plans and procedures and is not recommended. If this option is selected, the following is a suggested content outline for the course and includes a working level.

Content Outline
Single Day (eight to 10 hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Roles of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up

Session II: Response to the WMD Incident (Plutonium)
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up
Session III: Recovery from Radiological Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Wrap Up of Scenario Discussions
Action-Planning Session
Summary and Conclusion

Section 2 – Conducting the Course

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Conducting the Course

Guidelines for Facilitating the Course

Instructor's Role

The key to an effective delivery is the instructor. The primary role of the instructor is as a facilitator, not as the fountain of all wisdom and the source of all knowledge. The goal is group discussion and participation.

Knowledge

To be effective, an instructor should be prepared with the following:

- An understanding of the course subject matter and the community
- A thorough understanding of emergency management and WMD issues
- Experience in developing, conducting, and participating in similar courses

Presentation Skills

Instruction is often identified with stand-up lectures. However, in this course the skills are learned through facilitation, rather than presentation. For this reason, "presentation skills," take on a greater dimension. These skills can include any of the facilitator skills.

Set the Stage

- Establish a relaxed atmosphere
- State purpose and objectives
- Explain ground rules
- Present the narrative

Leading a Discussion

A discussion format is effective when class members have experience in emergency management. Draw from the participants and be prepared to add examples and explanations from your experience. You will discover that many of the participants will have a wealth of experience, which is a learning source for other participants. Discussions will also reveal knowledge and experience gaps.

The success of a discussion can be measured by how closely two criteria are met:

- Participants' understanding of the concepts, and
- Active participation

Following these general guidelines will increase the success of the discussion:

- Ask open-ended questions
- Push past simplistic solutions and encourage thinking "out of the box."
- Record issues/comments
- Add examples and discussions from your own experience
- Model good listening and response skills

Using Questions Skillfully

A good discussion often grows out of good questioning techniques. The following are some tips:

- Spread your questions around the group
- To ensure that everybody thinks about a question, first direct your question to the whole group and then wait a minute before directing it to an individual.
- Ask challenging or stimulating questions
- Ask open-ended questions

Training Methods

This course is performance-based. The emphasis is less on telling and more on assisting participants to do. The assumption is that participants come with knowledge and experience from which they can draw. To make this course as practical as possible, relate the concepts to participant experiences and problems. Your role as an instructor is to help them apply their experience and knowledge.

Creativity and flexibility are key words in this course. The course requires adaptation to individual needs.

The following is a partial list of requirements to ensure the success of the course:

- Remember to mail the participant checklist to the participants three weeks prior to the class.
- Circulate the class roster and have the participants sign-in.
- To be successful, this course requires a minimum of two instructors.
- The lead instructor must be well versed with emergency management issues and know the jurisdiction and its issues well.
- The secondary instructor must be knowledgeable and well versed in WMD issues.

Responsibilities

Lead Instructor

Must have a deep understanding of the course content and must assume primary responsibility for:

- Modifying the course to meet the unique needs of the jurisdiction
- Serving as the lead facilitator
- Managing and organizing the course
- Maintaining an appropriate pace

Secondary Instructor

The secondary instructor serves as an additional trainer with a firm knowledge of WMD terrorism. The responsibilities include

- Facilitation
- Facility arrangement
- Arranging for special course needs: audio visual equipment and materials, flip charts, newsprint, markers
- Dealing with special needs of participants

Guidelines for Delivery of the Course

1. For participants, select high-level staff persons from 10 to 15 departments to form a small working group in which each participant can interact freely with all others. Invite additional staff members to observe. Refer to the table of suggested participants for guidance (in Section 1).
2. The success of the course depends on total concentration of all participants throughout the course. If possible, arrange to conduct the course away from the normal work place to reduce chances for interruption.
3. Find a room that will display computer-generated presentations, if you are using Powerpoint slides. The room should be equipped with an overhead projector and screen if you are using overheads.
4. The room should contain a large table that will accommodate 10 to 15 individuals and the resource materials such as the map. The walls should allow for taping of flipcharts or pushpins.
5. Let participants know that they must be on time for the course and that they should not have any interruptions due to phone calls or urgent meetings. (Responses to actual disasters or emergencies will, of course, take precedence over course activities.)

Guidelines for Conducting the Sessions

The following are general guidelines for conducting each session during the course; specific guidance is provided in the instructor's introduction to each session.

- The sessions are in rough chronological order, but in reality, many activities would be occurring simultaneously.
- Each scenario is a realistic depiction of a WMD radiological incident and is designed to accurately stress local response capabilities for the purpose of determining the strengths and weaknesses in the jurisdiction's preparedness program.
- The participants examine a single scenario in three distinct sessions, each examining a different phase of the scenario.
- The instructor introduces each session by highlighting the details.
- Following the introduction by the instructor, each participant reviews the sessions from the point of view of his/her role and responsibilities in the preparation for, management of, and response to the WMD incident.
- Following the review of the information presented in each session, the participants participate in a facilitated discussion to explore the strengths and weaknesses of their plans, procedures, policies, training, and resources.
- All the tasks can be accomplished using the local emergency operations plan, emergency action checklists, and knowledge of local policies and procedures, as indicated.
- At the conclusion of each session, the instructor will debrief participants. The instructor will ask participants to evaluate their jurisdiction's emergency procedures and list positive and negative points. From this list, participants will have materials to enhance their emergency operations plans and action plans.

Course Materials

To conduct the course, you will need to assemble some readily available supplies and standard local documents. Use the following checklists to prepare course materials.

Instructor Workplan

An important aspect of facilitating this course is taking the time to ensure that you are adequately prepared for each phase of the course: before, during, and after. The instructor checklists include specific timelines for completion of tasks. It is strongly recommended that you adhere to these guidelines. You will find instructor checklists at the end of this section.

Participant Checklists

The Participant Checklists should be sent to participants prior to the course. They are included following the instructor workplan. A Participant Roster is included so that you may record attendance.

Course Material Requirements

Exercise: Use the following checklist in preparing for the course.

Training Facilities

- ❑ A meeting room large enough to accommodate participants
- ❑ A table large enough to comfortably seat the invited participants
- ❑ Tables for supplies
- ❑ Extra seating for guests or observers
- ❑ Refreshment table (optional)

Materials and Supplies

- ❑ Instructor Guide and Student Manual developed
- ❑ Copies of all participants' materials, one per person – except where noted. Have a few extras of all materials just in case visitors or participants are added to the course at the last minute. (Refer to the Training Materials Checklist)
- ❑ Copies of all the overheads to be used in the program, arranged in order of use

Equipment and Supplies

- ❑ Overhead projector
- ❑ Computer and screen display equipment (if using Powerpoint slides)
- ❑ Projection Screen
- ❑ Two flipcharts, easels and paper
- ❑ Felt-tipped markers
- ❑ Several rolls of masking tape
- ❑ Name tents
- ❑ Pens, pencils, and writing pads for participants

Documents

- ❑ Jurisdiction's Emergency Operations Plan
- ❑ Standard Operating Procedures
- ❑ Zoning maps
- ❑ Base Maps*

*One or more copies of a base map of the jurisdiction are essential. The map should be the largest scale (most detailed) available that can fit in the room that is to be used for the course. It should show major properties, highways and streets, major facilities, and if available, parcel boundaries. If the jurisdiction is geographically large, a table-top-sized map probably will not show individual parcels. You may want to include pocket-sized maps of the transit system for each participant's use.

Instructor Workplan

Before (six weeks)

Design Phase

Note: Customize the course as appropriate. For example, if there is no transit system in the jurisdiction, adjust the scenario accordingly.

Week One – _____

- ❑ Review objectives of course.
- ❑ Identify and coordinate with local jurisdiction and State points of contact to establish liason.
- ❑ Determine composition of scenario development and conduct teams and assign responsibilities.
- ❑ Identify special local issues for discussion, if any exist. (Example: if responders from different agencies or departments do not have compatible communication systems, include the topic in the facilitated discussion.)
- ❑ Determine format and method of assessment to be used; e.g., report, presentation, etc.
- ❑ Develop detailed milestones for completion; i.e., enter dates on this workplan.

Development Phase

Week Two – _____

- ❑ Review instructor materials and research scenario specific information.
- ❑ Coordinate with local jurisdiction and/or State points of contact to receive copies of local plans, maps, procedures, etc.
- ❑ Coordinate with local point of contact to finalize the date, time, and location of WMD course.
- ❑ Confirm target audience (participants) for course and issue invitations/notifications.

Week Three – _____

- ❑ Review local information and materials, such as EOP, SOPs, maps, etc. (If there are glaring omissions in the EOP or SOPs, be prepared to include the topics in the facilitated discussion.)
- ❑ Develop list of site/location specific information necessary to complete the scenario.
- ❑ Draft agenda for course.
- ❑ Begin content development/scenario revision.
  - – Look for items that appear in *italicized brackets [ ]* within the scenario – these items should be changed so as to be site-specific.
- ❑ Coordinate with State training officer to develop a graphic depiction of the scenario if possible.
- ❑ Send a letter specifying prerequisites for the course, the agenda and draft, and *Participants' Checklist: Before the Course* (included at end of this section).

Instructor Workplan
Before (six weeks)

Week Four – _____

- ❑ Complete and review first draft of scenario.
- ❑ Review scenario based on team components/participants.
- ❑ Determine what additional facilitation aids will be required and begin development of materials.

Week Five – _____

- ❑ Finalize scenario.
- ❑ Review participant and instructor materials.
- ❑ Confirm number of participants and arrange for duplication/production of participant materials – sufficient numbers of binders are needed to provide one per participant.
- ❑ Request biographic summaries on each participant.

Week Six – _____

- ❑ Final review and approval of scenario, participant and instructor materials and other materials.
- ❑ Dry run for conduct.
- ❑ Assemble scenario packages for participants and instructors. Binders should include the following:
  - Binder cover page
  - Inside cover page
  - Agenda
  - Introduction
  - Objectives
  - Ground rules and tips for participants
  - Personal needs matrix
  - Session background and scenarios (these should be sealed – cover page, scenario info – plus any graphics as deemed appropriate and obtained from State or local points of contact, and questions).
  - Action-Planning Questions
  - Action-Planning Matrices
- ❑ Review biographic summary of each participant.

Instructor Workplan
During (one week)

Conduct Phase

Week Seven – _____

Days of Conduct

- ❑ Conduct the course.
- ❑ Evaluate performance and assess training value.
- ❑ Conduct action-planning sessions and "hotwash" debriefing sessions with participants and instructors.
- ❑ Distribute and collect participant evaluation form.

Week Seven – _____

Day after Conduct

- ❑ Debrief among instructors and evaluators.
- ❑ Assess design, development, conduct, and evaluation process.

Instructor Workplan
After (three weeks)

Evaluation Phase

Week Eight – _____

- ❑ Review participant comments
- ❑ Develop outline and begin drafting evaluation for report or presentation purposes.
- ❑ Formulate recommendations for modifications to policy, program, plan or procedures.
- ❑ Incorporate results of action planning session into course report.
- ❑ Complete draft of report/presentation.

Week Nine – _____

- ❑ Review evaluation report/presentation among instructors, evaluators, and state and local points of contact.

Week Ten – _____

- ❑ Incorporate comments as appropriate and revise final version.
- ❑ Present findings to appropriate managers and personnel.

Participants' Checklist

Instructions: Please use the following checklist and mark each item as you complete the task.

Before

- ❑ Locate and review a copy of your jurisdiction's Emergency Operations Plan (EOP).
- ❑ Be knowledgeable about the following Annexes (or their equivalent) in the EOP: Direction and Control, Activation and Notification, Public Warning and Public Information, Communications, Evacuations, Sheltering, Incident Command System (if used in your jurisdiction), Resource Management, Health and Medical, and Intergovernmental and Intragovernmental Liaisons.
- ❑ Locate and review a copy of your jurisdiction's Standard Operating Procedures (SOP) for emergencies, and policies and procedures related specifically to emergencies.
- ❑ Locate and review a copy of your roles and responsibilities during an emergency.
- ❑ If possible, bring a copy of relevant SOPs, and if available, the EOP to the course.
- ❑ Determine if your jurisdiction has a WMD or Terrorism Annex (if you do, bring it to the course).

During

- ❑ Participate fully in the course activities.
- ❑ Use this time to plan how you will work with your jurisdiction to improve your capability to respond effectively to a WMD incident.
- ❑ Respect your peers' opinions.
- ❑ Listen with an open mind.
- ❑ Don't monopolize the conversations.

After

- ❑ Use Action-Planning guides, worksheets, and checklists to initiate planning actions when you're back on the job.
- ❑ Assess your progress in meeting your projected tasks and actions in three and six month intervals.
- ❑ Review your EOP and SOPs at least annually to ensure their currency.
- ❑ Complete any evaluation or after-action reports that are required by your jurisdiction.

Participant Roster

Instructor (s):

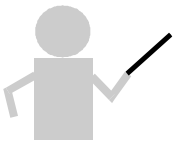
Date:

Time:

Location:

Participant Name	Department/Jurisdiction/Position
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	
13.	
14.	
15.	
OTHER ATTENDEES:	

Emergency Action and EOP Assessment Checklists



Instructor Note

Use the following checklist as a tool during the review of the local EOP.

The blank rows are provided to allow additional analysis and highlight any special innovations contained in the local EOP.

This checklist will provide you a basis for learning about the EOP, SOPs and other documents.

Provide a copy of this checklist (without your notes) to the participants during the final Action Planning Phase.

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Direction and Control			
Describes the command structure, specifying who will be in charge during emergency response operations.			
Specifies the authorities and limitations of key personnel.			
Identifies roles and responsibilities for key personnel during the initial stages of the WMD threat.			
Includes provisions for coordinating and communicating among all jurisdictions and agencies.			
Hazard Assessment			
Contains a hazard vulnerability assessment that looks into WMD incidents, including impact, risk areas, evacuation routes, response efforts, etc.			
Considers special needs for such an event, such as personal protective equipment and need for rapid response.			
References procedures for detection, monitoring, and sampling of WMD agents or materials.			
Notification and Activation			
Includes a formalized procedure for notifying key personnel through a current alert list, notification table, or cascade notification system.			
Specifies procedures for notification of key personnel of the threat.			
Includes current telephone numbers for key personnel.			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Identifies special requirements or recommended notifications to State and or federal officials when dealing with a WMD incident.			
Specifies procedures for activation of the EOC.			
Communication Systems (External and Internal)			
Specifies requirements for a backup system and monitors its implementation.			
Clearly defined reporting procedures and mechanisms for communicating across all agencies and for inter/intra jurisdictional communication.			
Warning and Emergency Public Notification			
Includes written procedures for keeping key personnel's family members apprised of the situation and the status of their immediate family.			
Policy that states how information will be communicated to the public – when it has to be relayed immediately.			
Describes sources for disseminating public information (Emergency Alert System (EAS), television stations, radio stations, cable outlets, newspapers, etc.). Source listing includes telephone numbers.			
Describes back-up sources for disseminating information (vehicle-mounted public address systems, door-to-door, etc.)			
Describes resources for disseminating information to those with language barriers or disabilities (sight, hearing, etc.)			
Supplementation of the EAS (as appropriate).			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes instructions on who should activate the emergency public information organization, notification procedures, and where personnel should report.			
Provides roles and responsibilities of the emergency management team and specifies the actions that should be taken.			
Has prewritten messages for the public in dealing with an unknown radiological hazard.			
Authorities			
Indicates who has authority to open the EOC, declare an emergency, etc.			
Includes lines of succession in case an individual is out of town or dies.			
Immediate Actions			
Includes evacuation and/or sheltering procedures and procedure for determining the appropriate protective action.			
References procedures for first response medical response, e.g., self-aid, buddy-aid, and initial treatment in a contaminated environment.			
Includes protective action implementation procedures for special populations and facilities.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Communication Systems			
Specifies methods for communicating between the EOC, field forces, control centers of emergency operations, radio/TV stations, hospitals, ambulance dispatch centers, adjacent jurisdictions and military installations, State EOC, etc.			
Has plans for augmentation of local capability by higher levels of government.			
Clearly specifies requirements for a backup telecommunications system.			
Identifies support groups for providing communications (Amateur Radio Emergency System (ARES), citizens band groups, taxi and transit companies, etc.).			
Identifies the type of equipment required for backup support and resources for obtaining it.			
Resource Management			
Describes the roles and responsibilities of those involved with resource management.			
Personnel and Equipment Resources			
Includes provisions for obtaining special protective gear and special medical supplies such as antidotes.			
Includes procedures for requesting assistance (be specific) and prioritizing needs.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Provides guidance on how the jurisdiction should deal with media convergence.			
Provides guidance on obtaining credentials for media representatives and for coordinating with law enforcement regarding access to the scene.			
Includes a resource listing of sources that can provide accurate and timely information on a radiological agent and the required protective actions.			
Provides guidance on how the core emergency management team staff will be augmented to handle a surge in the public's and media's demands for information.			
Authorities			
Specifies appropriate authorities as applicable to particular functions.			
Authorities specify types of emergency powers available and who has authority to enact them.			
Actions			
Includes rescue operation procedures.			
References medical facility plans or jurisdictional disaster health plan which addresses adequacy of facility and personnel, handling contaminated persons, a casualty-tracking system, handling contaminated human remains.			
Includes procedures for management of field response, including emergency worker exposure control, emergency worker decontamination, security and			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
accountability, and supply/re-supply of WMD-unique materials.			
Includes procedures for continuing WMD hazard assessment.			
Includes procedures for traffic and access control.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Includes provisions for keeping families notified about the status of their loved ones.			
Specifies provisions for setting up a joint information center.			
Security and Control Issues			
Includes procedures for general security and property protection issues – martial law, use of National Guard, looters and gangs, etc.			
Personnel and Equipment Resources			
Includes a resource listing (database, SOP, or attachment to SOP) that identifies resources for personnel, communications equipment, vehicles, decontamination materials, potable water.			
Specifies procedures for financial (record keeping) and legal accountability.			
Includes procedures for distributing resources (goods and services).			
Includes rules and regulations regarding emergency procurement procedures.			
Provides directions for support facilities such as staging areas, warehouse and distribution centers, and mobilization centers.			
Applicable annexes specify procedures for obtaining augmentation personnel, including evidence of credential requirements, where needed.			
Includes procedures for requesting mutual aid teams from neighboring jurisdictions, from State sources,			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
such as the State Guard, and from Federal sources, such as the military, Centers for Disease Control, and the National Disaster Medical System.			
Includes specifications about what to do with excess resources (during recovery).			
Includes provisions for 24-hour operations.			
Requests assistance according to the EOP and proper protocol.			
Other Resources			
Includes specifications about how to manage volunteers and addresses liability issues concerning their use.			
Includes provisions for what to do with donations and how to manage them.			
Agreements			
Includes mutual aid agreements and/or intergovernmental agreements for the following: mortuary services, medical response teams, resources.			
Authorities			
Includes a reference to the Stafford Act and the authorities it conveys, including reporting structures and management of operations.			
Authorities provide for access to, use of, and			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
reimbursement for private sector resources in an emergency, and for emergency procurement procedures.			
Re-entry			
Includes procedures for certifying an area safe for evacuees to return to their homes or businesses.			
Restoration			
Includes guidance on developing a recovery/restoration plan to restore economic, political, and jurisdictional viability to areas impacted by WMD effects.			

Section 3 – Introduction to the Course

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Introduction to the Course

Purpose

The course introduction provides you with a sense of the structure of the course, what you will gain from participation, and your role in the course. This section also provides background information pertaining to WMD terrorism events.

Objectives

During this section, you will accomplish the following objectives:

1. Meet your fellow participants.
2. Become acquainted with the purpose and objectives of the course.
3. Learn expected outcomes from course participation.
4. Learn your role as a course participant.
5. Review course material requirements.
6. Learn the definition, characteristics, and risks, threats and exposure of WMD terrorism-related incidents.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Introduction to the Course
Welcome and Introduction
Review of Administrative Details
Icebreaker
Background
Overview of the Course
A. Purpose
B. Objectives
C. Expected Outcomes
D. Role of Participants
E. Course Materials
F. Growing Risks and Threats of WMD Terrorism-Related Incidents
Individual Needs Assessment

Welcome and Introduction

Welcome the participants. Give the title of the course, its length, information on breaks. Briefly introduce yourself.

Review of Administrative Details

Announce pertinent administrative details such as the location of restrooms, how to get messages, etc. Emphasize that phone calls are discouraged.

Icebreaker

It is assumed that participants are acquainted with each other. In order for you to become acquainted with the participants, have them introduce themselves. Name tents should be used to assist the facilitation process.

Background

The President of the United States has, through the issuance of Presidential Decision Directive (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local governments to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

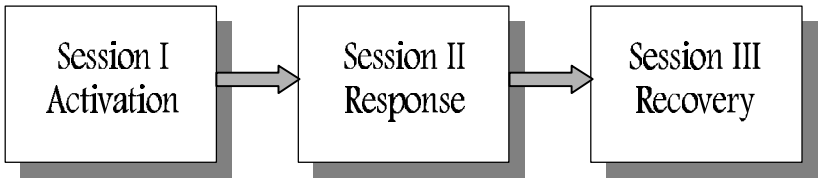
As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a course consisting of three sessions, each of which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your community's needs. This course involves a terrorist radiological incident.

Main Points:

- Through PDD-39, the President has assigned FEMA lead federal agency responsibility for consequence management of terrorism.
- FEMA must ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested.
- Priority is placed on assisting State and local governments in developing effective capabilities for reducing and managing the consequences of the terrorist use of weapons of mass destruction.
- EMI has developed three sessions designed to help analyze, discuss, and identify community needs.

Overview of the Course

- This course provides an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically radiological terrorism, so that you can take actions now to be better prepared should a real event occur.
- This course simplifies, orders, and rationalizes events during a period of time characterized by confusion and complexity, pressure to do everything at once, and intense emotions.
- Each session covers key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.
- There are several areas that this course does not address because its scope does not include these issues. These include:
  - Course scenarios are not designed to reflect your community's political context, though you should consider how political issues influence your actions and decisions
  - The course does not cover the technical details of responding to a terrorist incident involving radiation.
  - Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover.
  - A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course.
- The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



A. Purpose

Purpose

Improve local government's ability to prepare for, manage, and respond to a mass-casualty radiological terrorism incident

1

Show visual as you explain the purpose of this course.

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, radiological terrorism.

B. Objectives

Objectives

At the conclusion of this course, you should be able to:

- Exercise greater leadership in preparing for and managing response to WMD terrorism
- Analyze plans, policies, procedures, and other preparedness elements currently in place

2

Objectives (con.)

- Determine the adequacy of jurisdictional emergency management staff training
- Determine the adequacy of the jurisdiction's resources
- Identify coordination requirements among local, State, and federal governments for response to WMD incidents

3

Show visuals as you review the objectives of the course.

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans*, *policies*, *procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional emergency management staff.
- Determine the adequacy of the community's *resources* (e.g., personnel, material, and personal protective equipment) for response and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

C. Expected Outcomes

Expected Outcomes

- Action plans that identify tasks, problems, issues
- Strengths and weaknesses of EOP, SOPs, policies
- Checklist that identifies EOP areas for improvement
- List of resource requirements and shortfalls

4

Show visual as you discuss the expected outcomes of the course.

At the end of this course you should have the following information to take back to your office and agency to begin the planning required for a successful response effort:

- Action plans that identify specific tasks, problems, and issues that need attention;
- Strengths and weaknesses of your existing EOP, SOPs, and policies;
- A checklist that identifies the areas of your EOP that require updating or more information; and
- Listing of resource requirements and shortfalls.

This course is not a success unless you go back to your office and follow-through. These tools are designed to put you on the right track.

D. Role of Participants

Role of Participants

- Participate fully
- Assume your normal responsibilities and duties that you perform in an emergency
- Be open-minded and flexible
- Be proactive in your actions
- Suspend judgment

5

Show visual as you review the role of the participants.

You have the following role in these activities.

- Participate fully.
- Assume your normal responsibilities and duties that you perform in an emergency.
- Be open-minded and flexible.
- Be proactive in your actions.
- Suspend judgment.

E. Course Materials

Course Materials

The student manual contains:
- instructions
- scenario information
- checklists
- references
- glossary

6

Show visual as you go over the course materials requirements.

The student manual is your primary source of information. It is designed as a workbook to use during the course. It includes all the instructions, scenario information, worksheets, references, and glossary. You are encouraged to follow along and take notes.

F. Growing Risks and Threats of WMD Terrorism-Related Incidents

Definition of WMD Terrorism-Related Incidents

Definition

WMD Terrorism-Related Incidents:

Use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists

7

Show visual as you define the WMD terrorism-related incidents.

Definition of WMD Terrorism-Related Incidents:

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Characteristics of WMD Terrorism-Related Incidents

Characteristics

WMD Terrorism-Related Incidents:
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy and kill

8

Show visual as you talk about characteristics of WMD terrorism-related incidents.

Characteristics of WMD Terrorism-Related Incidents:

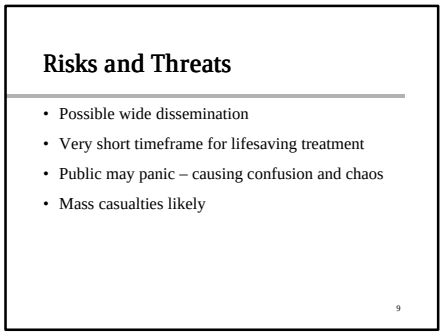
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy, and kill

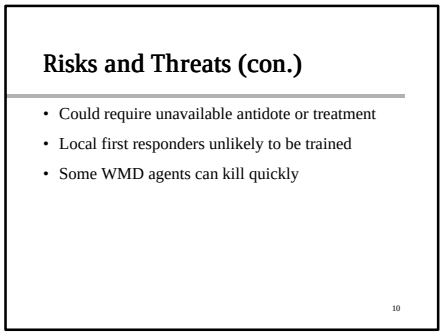
A terrorist attack can take many forms, depending on the technological means available to the public, the nature of the

political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used method of attack.

Terrorism-related incidents are designed to maim, destroy, and kill with the hope of getting extensive media coverage and instilling fear and panic in the public. These incidents often occur without warning and the agent of destruction is often unknown. This poses problems for first responders in dealing with the incident. Terrorist-related incidents become crime scenes and pose a new problem – that of preserving and collecting evidence. These incidents require rapid response time and can result in similar events occurring shortly after the first event.

Risks, Threats, and Exposure of WMD Terrorism-Related Incidents





Show visuals as you discuss the risks, threats, and exposure of WMD incidents.

Risks and Threats:

- Possible wide dissemination of effects
- Very short timeframe for lifesaving treatment
- Public will panic – causing confusion and chaos
- Mass casualties likely
- Could require unavailable antidote or treatment
- Local first responders unlikely to be trained
- Some WMD agents can kill quickly

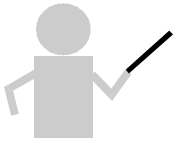
WMD incidents pose numerous threats and risks for the public, law enforcement officials, first responders, and all others affected by the incident. Because there are many unknowns involved in these events, most local emergency management systems are not equipped to handle them. With many WMD terrorist weapons, first responders may not recognize the agent or know its effects. Thus, they may not be adequately protected and may become victims themselves.

Some chemical agents can spread quickly through the air, ventilation systems, and vapors, thus potentially affecting a large

number of individuals. With most chemical weapons, there is a need for decontamination, which often drains resources. In other situations, an antidote or other treatment may be needed in a short timeframe (minutes), resulting in more fatalities if it is not available or in insufficient quantity.

These are just some of the risks and threats posed from WMD. Each WMD will cause different effects. This course should help you to begin thinking about the implications of such an event for your agency and jurisdiction.

Individual Needs Assessment



Instructor Note

As you begin the course, provide participants with the following worksheet (one copy for each session – if conducted over a three day period). Participants may use the sheet to record issues to be resolved or actions to be taken following this course. The worksheet is most helpful to provide needed details when the final action-planning phase begins.

Encourage participants to remove this sheet from their binders and use throughout the course as a note-taking device.

Transition to the first session: Activation and Assessment of the WMD Incident (Unknown Radiological Agent).

Individual Needs Assessment

Instructions: Use this worksheet to record issues to be resolved or actions to be taken following this course.

Clarification Points	Planning/Procedure Needs

Training Needs	Resource Needs

Section 4 – Session I

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Session I – Day One

Notification, Activation and Assessment of the WMD Incident (Unidentified Agent)

Purpose

Purpose

- Helps you focus on the immediate concerns following a WMD incident
- Focuses on issues you will face in discovery, activation, notification and assessment

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The first session of this course provides an opportunity to focus on immediate concerns following the report of an unknown radiological WMD incident. It deals with the issues you will face during the discovery, activation, notification, and assessment phases. It addresses the jurisdiction's emergency management team and their role in managing the response activities at the incident site.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Determine adequacies of authorities for dealing with the incident
- Assess the overall validity of the jurisdiction's EOP
- Assess direction and control procedures

12

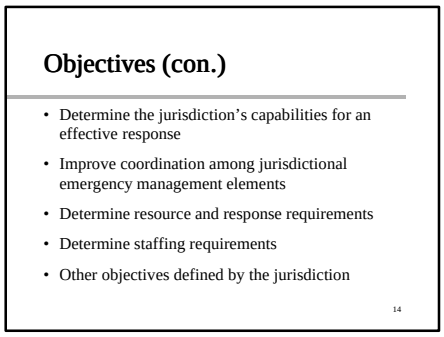
Objectives (con.)

- Assess communication systems
- Assess notification and activation procedures
- Assess warning and emergency public information procedures
- Assess procedures for hazard assessment

13

Upon completion of this session, you will be able to:

1. Determine the adequacies of authorities in dealing with the incident, including whether there are specifications for lines of succession.
2. Assess the overall validity of the jurisdiction's Emergency Operations Plan (EOP), Standard Operating Procedures (SOPs), and other documents for dealing with the incident.
3. Assess direction and control procedures.
4. Assess communication systems.
5. Assess notification and activation procedures.
6. Assess warning and emergency public information procedures.
7. Assess procedures for hazard assessment.



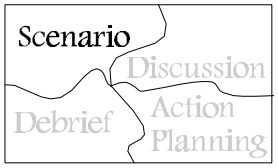
8. Determine the jurisdiction's capabilities for an effective response.
9. Improve coordination among jurisdictional emergency management elements.
10. Determine resource and response requirements.
11. Determine staffing requirements.
12. Other objectives (as developed by the jurisdiction).

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

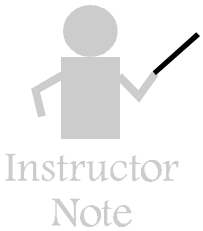
Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The WMD Event Occurs

- Two propane and one liquid oxygen storage tank explode
- Radio station receives call claiming that a nuclear device was detonated
- National Response Center (NRC) notified
- Traffic gridlocked due to spontaneous evacuation

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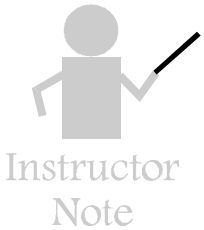
At lunchtime, you're faced with a calamitous situation. You've been notified that there were several explosions at a downtown site. Reports from a radio station indicate a threat of a nuclear agent release. Citizens spontaneously evacuate the area. With a situation like this, you've got a lot of issues to attend to. Do you know where to start and what to do?

Scene I – The WMD Event Occurs

- Two propane and one liquid oxygen storage tank explode
- Radio station receives call claiming that a nuclear device was detonated
- National Response Center (NRC) notified
- Traffic gridlocked due to spontaneous evacuation



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This radiological WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a radiological terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

Instructor's Background Information on the Incident – Scene I

This radiological terrorism scenario portrays an incident that local response groups and agencies can use to evaluate their coordination and response capabilities. They may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a radiological terrorism incident and does not represent an actual event.

This scenario takes place in *[name of city], [name of State]. [A brief description of the location of the radiological incident. If the building is named then use the proper name and highlight some of the major tenants in the building.] [The location for this event should be near the middle of town in a multi-story building which houses some type of hazardous materials (HAZMATs). A building with a propane tank on its roof or stores of compressed gases is especially attractive because either will support an initiation of the terrorist incident. If it is possible to affect multiple transportation nodes by selecting a building that is in close proximity to a navigable river, an interstate highway, a subway system, and an airport, then this is the desired location of the incident. Another desirable location characteristic is federal or State government offices or any law enforcement authority with offices in the area.]*

[Provide a brief description of any local hazards that might complicate the response to the incident and its initial accompanying fires.]

[The timing of the incident should be based on a high traffic period at or on the proximate traffic nodes. Provide a description of the normal patterns in the area.]

Highlights of this scene include:

- Detonation of compressed flammable gas with 600 grams of Plutonium-238 wrapped around the device and dispersed at the time of explosion.
- Responders to the scene are unaware of the presence of radioactive material for approximately one hour, 40 minutes.
- HAZMAT teams, while normally equipped with CDV-750/1500 survey meters, do not use them unless they know of a radioactive threat.
- Because of the proximity of large quantities of HAZMATs to the explosion, many responders are called in.
- The terrorist group calls *[call sign of a local news radio station]* to report the explosion and radioactive release.
- The news radio station reports the explosion and possibility of a release, causing widespread panic.
- Spontaneous evacuation creates traffic havoc and overwhelms police.
- The State and the National Response Center (NRC) are notified of the incident.

Instructor's Background Information on the Incident – Scene I

Responders are challenged to:

- Determine what type of radioactive material was used in the attack;
- Initiate appropriate decontamination procedures for victims;
- Provide appropriate protection to responders on scene;
- Prevent the spread of the material from contaminated persons who spontaneously evacuated from the affected area; and
- Arrange for fast medical treatment for victims.

For people in the general population, national guidelines recommend dose limits of 0.5 rems/year, while international guidelines set dose limits of 0.5 rems/year for short-term exposure and 0.1 rems/year for long term exposure. Gamma radiation travels the farthest and can penetrate the entire body. It takes about 90 years for one-half of a quantity of Plutonium-238 to break down to its daughter and about 24,000 years for Plutonium-239 to do the same.

It should be easy to determine that this is a terrorist incident. As such, the FBI must be notified. The instructor should explore how this notification will take place. This also raises many "command and control" issues that will be explored in further detail during sessions II and III.

Scene I: The WMD Event Occurs

[Location of incident scenario – city, State], [date of exercise/incident scenario – day of week, date]. The weather forecast predicts *[insert scenario weather forecast within the normal range for the date of the exercise – include temperature range, amount of cloud cover, wind speed and direction. Wind speed and direction should be manipulated to allow the "fallout" to cause the desired impact on the city. Include a threat of evening rain in the forecast.]*. At *[time of the incident – an artificial time, not the start time of the exercise, but one selected to provide greater impact on the exposed population]* it is *[temperature within forecasted range]*.

At 12:35 p.m. (1235), a series of loud explosions is heard at the *[building or area location of the incident]*. A minute later, 911 receives a call from *[the building tenants]* and is informed that two 1000-gallon aboveground propane storage tanks and a 3000-gallon aboveground liquid oxygen tank (within 100 feet of the propane tanks) have exploded. Several buildings and two vehicles ignited as a result of debris from the explosions and are burning. At least one building in the area has major structural damage and is on the verge of collapse. The caller mentions that he and four other employees were able to evacuate the site, but that 10 employees are dead and six are not accounted for. The caller gives the operator the address of the incident site.

The Fire and Police Departments are called to the scene of the fire. Within minutes, firefighters, police officers and other emergency rescue teams arrive on the scene. The fire threatens *[provide a description of nearby facilities, especially HAZMAT sites, e.g. a nearby oil tank farm, power plant, government office building, etc.]*

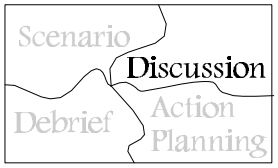
Upon arrival at the scene, police evacuate the area and close the road. The initial Incident Commander (IC) calls in a second and third alarm due to the magnitude of the fire and the additional hazardous material (HAZMAT) threat. A large black cloud develops over the area of the fire, swelling in size as the wind moves it *[direction of cloud drift based on wind direction – provide direction to, not direction from as wind direction is normally reported]* of the incident site. By this time, emergency management team notifications are initiated and the *[jurisdiction]*'s Emergency Operations Center (EOC) is activated.

At 1:15 p.m. (1315), a dispatcher with the Police Department receives a call from a news producer at *[call sign of a local news radio station]*. The station received a call at approximately 1 p.m. (1300) from an unidentified individual claiming responsibility for setting off a nuclear device at *[address of incident location and building name]*.

At 1:30 p.m. (1330), *[call sign of a local news radio station]* airs a report about the explosion and announces that a terrorist group claims responsibility for planting a nuclear device at the explosion site. The newscaster notes the police and FBI have not confirmed their report and they will announce information, as it becomes available. As news of the explosion and the possibility of a radioactive material release become more widely known, people around the site of the fire and in and around the downtown area panic and flee. This spontaneous evacuation causes traffic gridlock throughout the downtown area and along *[interstate and other highway designators, e.g., I-XX, Highway X, etc.]*

By 2 p.m. (1400), both the *[city name]* and the State EOC are activated. The National Response Center (NRC) is notified of the explosions and the possibility of a radioactive release.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

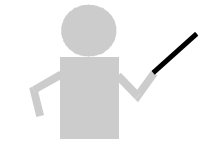
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Notification and Activation; Communications; Warning and Emergency Public Information; Hazard Assessment; and Management of Field Response.

QUESTIONS – Scene I

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **How will you learn of this WMD incident? What internal and external notifications should you make? Are you satisfied that the current notification process is timely and adequate?**

   - *Each jurisdiction and agency should have notification procedures outlined in their emergency operations plan (EOP). The EOP review completed by the facilitator during the development portion of this activity should provide adequate detail to support facilitated discussion. The following provides general guidance:*

     – *In many jurisdictions, the 911 dispatcher serves as the hub of the notification system and provides agency and/or individual notification.*

     – *In most jurisdictions, the Police and Fire Departments have excellent internal notification systems; however, other agencies participating may not. Check this during the EOP review. During the discussion explore if or how the Police and Fire Departments could assist other agencies.*

     – *Walk participants through each step of the notification/activation process. Let them estimate their estimated time of arrival (ETA) and where they will be reporting. Do they anticipate any traffic, transportation, or communication delays that could significantly delay response?*

Additional Questions:

Does your jurisdiction have a policy that prevents full activation of the emergency management system when it is not needed?

- *The screening process should be defined in local EOPs and often relies on the local Office of Emergency Management or the Emergency Operations Center (EOC) (if staffed 24-hours-a-day) to serve as the decision-maker.*

Who handles State and federal notifications?

- *The responsibility for State and federal notifications should be clearly defined in the local plan. For an incident of this magnitude, the NRC should be notified.*

If this WMD incident occurs, how long will it take responders to arrive on the scene? How long will it be before an incident command (or other management) structure is established?

- *Each agency present should provide estimates, try to reach a consensus on the overall response time.*
- *Explore with the participants when or what staffing level constitutes a management structure that is operational.*

2. **Do you and your agency have a clearly defined role during the response to and management of such a WMD incident? Does your EOP address such an incident?**

- *The EOP concept of operations should define the role of each agency within the jurisdiction. Each agency or activity within a jurisdiction should have its own plan, preferably in the form of an annex (or other attachment) to the local EOP. Each agency represented should discuss their role in general terms. Capture each role briefly; pay close attention to overlaps and apparent needless duplications.*

3. **What kind of training have your jurisdiction's responders received on WMD terrorism? What kind of training have you received?**

- *The kind and amount of training that responders and participants receive on WMD terrorism varies nationwide. Senior representatives in some jurisdictions have received significant training on dealing with "fallout" associated with a nuclear explosion (from FEMA and its predecessor agencies), but may not be familiar with the differences associated with a radiation dispersion device (RDD).*
- *Revisit the group's training needs during each action-planning session.*

Additional Questions:

Is qualified staff within your agency certified in accordance with Occupational Safety and Health Administration (OSHA) regulations? What types of additional training are necessary and practicable to permit a safe and adequate response to a radiological incident?

- *Allow each agency to discuss their training procedures.*
- *Determine whether the agencies feel the need to have someone on their staff who is trained for a radiological material (non-nuclear) incident.*

4. **How will identification of the presence of hazardous materials occur? How will confirmation of the type of chemical hazard occur?**

- *The EOP review should provide details on how the hazardous materials (HAZMAT) team identifies "unknown agents." Some HAZMAT teams have received training on identifying radioactive materials and sources of radiation. In this scenario, it is unlikely the local team would immediately recognize the presence of radioactive material until after the terrorists contacted the radio station. Screening for radioactive material is not part of initial assessment procedures unless there is a strong indication that radioactive materials are present, e.g., DOT hazard placard, material transportation manifest, etc. Once looking, the team should be able to identify the material as an "alpha emitter" and may assume the material is plutonium. There should be supporting laboratories in the area that have been pre-identified and have agreed to support jurisdictional emergency response operations. Additional information is provided:*

  - *Some HAZMAT teams have radiological survey instruments or meters that can detect gamma and beta radiation. All teams may not have alpha detectors; determine the types of instruments on-hand within the jurisdiction during the EOP review.*

Additional Questions:

Will responders and/or HAZMAT units recognize the symptoms associated with radiological materials? Will responders conduct air testing or radiological surveys before responding?

- *The answers to these questions should be indicated through the EOP review. Here, issues such as response, citizen protection and rescue vs. self-preservation and maintenance of response capability should be addressed (i.e., responders should not be used as detectors or allowed to become victims).*

- *Another topic for discussion at this point is the adequacy of the threat or risk assessment conducted by the local jurisdiction. The management team should be aware of the threats to their community and their awareness should be based upon a deliberate assessment.*

5. **What protective equipment will responders take to an incident scene based on the information available initially? Will this equipment be sufficient for response to this radiological terrorist incident?**

- *A review of the EOP, completed during the development phase of this activity, should provide an indication of the types of equipment available in this jurisdiction. Following are general guidelines:*
  - *Most HAZMAT teams have the ability to respond to two different radiological emergency sites simultaneously. Beyond that, responders will be equipped only with standard emergency response gear. Respiratory protection is an absolute requirement when working with plutonium. Standard gear does NOT include respiratory protection and does NOT constitute adequate protective equipment.*
  - *Once the threat of radioactive material is confirmed, the response teams should be able to employ Level A biohazard suits and self-contained breathing apparatuses. These will be particularly effective because plutonium is an alpha emitter.*
  - *Simple respiratory protection is adequate for plutonium particles (dust) in most cases. The members of the management team that have received civil defense training in the past may introduce the possibility of using cloth, surgical, or industrial masks. If this occurs, ensure the discussion addresses the associated risks.*

Additional Questions:

Will your jurisdiction's responders know how to protect themselves in this incident?

- *Each agency should describe what trained personnel are available to respond to a chemical release. Response personnel should possess expertise in general HAZMAT and radiological incidents.*
- *The qualifications of response personnel will likely be in standard HAZMAT response. Most plans address HAZMAT more within the context of transportation of these materials than intentional releases.*

6. **What information, equipment and actions are required by your jurisdiction to conduct the initial assessment of the incident? How do you anticipate information to be distributed among responders?**

- *Include the following items in your discussion:*
  - *A method to determine the size of the RDD or the amount of plutonium dispersed,*
  - *A method to determine the location and identity of the radioactive material – survey meters and plume projection models,*
  - *An accurate weather forecast, and*
  - *Others as reflected in the reference material provided at the end of this manual and developed during the review of the EOP.*

7. **What immediate protective action decisions should the jurisdiction make? How will they be implemented?**

- *Protective action decision making is a critical issue and the participants should be allowed sufficient time to discuss the ramifications of their decision. The whole issue of evacuation vs. sheltering should be explored. The EOP should provide a framework for making such decisions. In the case of plutonium, sheltering away from the immediate site of the incident is an appropriate response. The immediate area and adjacent buildings should, however, be evacuated due to the risks associated with inhaling particles suspended in the air. Any evacuation must include the use of at least simple respiratory protection.*
- *Allow participants to discuss the issues of decontamination and triage strategies.*

Additional Questions:

Should the surrounding area be evacuated in this case or will sheltering be an appropriate response?

- *See above (answer to question 7).*

Should the jurisdiction be concerned about the possibility of additional attacks?

- *This is always a possibility and the group should discuss what changes they will have to make to manage additional incidents of either a WMD terrorist event or more common emergencies (i.e., fire, auto accident, etc.).*

What medical facilities are victims/patients being sent to? What types of information should the Emergency Medical Services (EMS) units relay to the hospitals in the area to prepare them to receive potentially contaminated patients? Should any areas be quarantined?

- *These questions focus on the initial medical response. Allow the participants to discuss this topic, if they bring it up. If not initiated by the participants, these issues will be fully examined during the discussion associated with scene II.*

8. **How will the incident site be secured to assure the "crime scene" is protected and no contaminated personnel or equipment leave the area? What access and egress control procedures should be implemented?**

- *The EOP should provide details on contamination control procedures and crime scene protection as part of its WMD annex if it exists. The EOP review should also provide an indication of how the jurisdiction will manage these issues.*
- *Allow the group to discuss their security procedures and how these relate to their overall response strategy.*
- *Access and egress control procedures should be included in the HAZMAT portion of the local plan. Determine the group's understanding of the importance of this issue.*

9. **Is the current number of trained, qualified personnel within your jurisdiction sufficient to respond to this incident? If not, where will you seek support to bridge these deficiencies?**

- *A review of the EOP should provide an indication of the number of trained and qualified personnel.*
- *Mutual support agreements with other local and State governments should be discussed at this point.*
- *The National Strike Force, the Department of Energy, and the Army Technical Escort Unit (TEU) are among the federal agencies with subject-matter expertise in this area.*

- *Another excellent source of assistance to this type of incident is nuclear power plant response teams. (The Radiological Emergency Planning (REP) program is an excellent source of information for responding to a radioactive material dispersion incident.)*

10. **Is the amount of specialized equipment in your jurisdiction sufficient to respond to this incident? Do you have options to obtain this equipment immediately if needed for an emergency response? What additional resources will you request at this point?**

- *A review of the EOP should be an excellent indicator as to the adequacy of local specialized equipment.*
- *It is likely that resources will not be sufficient. An important part of this discussion is encouraging the participants to initiate the self-assessment process. They should determine how the jurisdiction could respond to such an incident using local assets and mutual support rather than relying on federal resources.*
- *The list of equipment that should be requested is long: proper sensing or detection equipment, Level A suits, proper decontamination equipment, impermeable storage containers for contaminated items, etc.*

11. **What does your jurisdiction's EOP rely on for expedited transport arrangements (e.g., commercial aviation, city/county/State supplied transport) for out-of-area support resources?**

- *The details on emergency transportation of required emergency equipment and personnel should be provided in the local EOP.*

12. **Will the city or county EOC be adequate for coordinating the response to this incident? Will a separate command center that is physically close to the incident site be required? What resources are available for outfitting this command center?**

- *This information should be extracted from the EOP. It is assumed that an Incident Command System (ICS) will be used.*

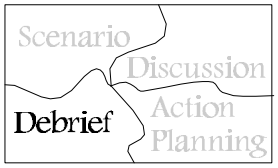
Additional Questions

How long will it take to have an EOC activated and fully operational? What are the capabilities of the center? Are these capabilities adequate to respond to an incident of the magnitude presented here?

- *In this scenario, the command post should be at the local EOC, so the answer will depend on how long it will take to activate the EOC and staff it appropriately and if the local EOC is in the affected area. If so, the use of an alternate site should be discussed.*
- *The capabilities of the local EOC and alternate EOC should be apparent from the plan review.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following two scenes, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

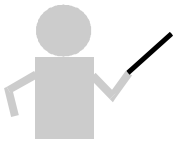


Purpose

This activity is designed to review the key concepts covered during the early stages of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



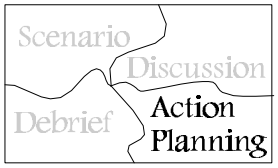
Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Notification is the trigger for this incident – the report of the incident by some source.	
The initial response time for such incidents could be very short – minutes – not hours.	
Emphasis is on isolating the site, protecting it, and controlling it (i.e., sizing up the situation).	
Responders must use extreme caution when dealing with an incident that involves radiological agents. What injured/killed the victims can do the same to the responders. In addition, contaminated patients can contaminate the entire room. Specially trained and equipped HAZMAT teams should be called in to provide expertise and equipment.	
Mass casualties and loss of life due to hazardous materials are common consequences associated with radiological incidents.	
A critical consideration for all emergency responders when dealing with a radiological attack is recognizing that the proximity of a potential target is not the only threat. The radiological agents must be produced, packaged, and delivered to the intended place of use, broadening the area of potential contamination.	
The effective management of a criminal incident requires the coordination, participation, and support of agencies that have functional responsibilities (e.g., firefighters, police, emergency medical services (EMS), jurisdictional responsibilities (e.g. local, State, and federal governments)), or both.	
Managing a criminal incident response may be conducted in two general ways: *Single command* may be applied when there is no overlap of jurisdictional boundaries or when a Single Incident Commander is indicated in the EOP or local jurisdiction.	

Review and Action Log	
Unified command may be used when the incident is within one jurisdiction but two or more agencies share management responsibility.	
The concept of unified command is shared responsibility among the major stakeholders for overall incident management as a result of the multifunctional or multijurisdictional incident.	
Sites of non-natural incidents must be treated as scenes to be investigated.	
Non-law enforcement responders should not touch anything that is not necessary to touch to save a life. They should take the minimum amount of actions necessary to perform their responsibilities. Non-law enforcement responders can help to identify potential witnesses and perpetrators and serve as eyewitnesses through detailed observations, written records, and when possible, photographs.	
The minimum number of people necessary to complete the task should be sent to the incident site.	
Special equipment, supplies, and personnel may be required to handle this incident	
There must be designated individuals in charge – with clearly defined roles and responsibilities	
First responders should bring the proper equipment and personal protective equipment required for the incident in accordance with SOPs in the EOP. This may include: helmets, gloves, respirators, masks, etc.	
Coordination and control are important components of managing the incident.	

Action Planning

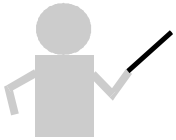


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a radiological WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning **Issue** **Action**	**Resources** **Issue** **Action**
Personal Action Steps **Issue** **Action**	**Training** **Issue** **Action**

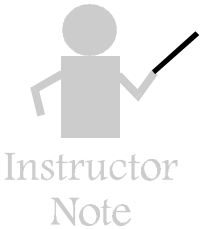
Wrap Up

Purpose

The wrap up should conclude the day-one session and prepare for Session II.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 5 – Session II

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Session II – Day Two

Response to the WMD Incident

Purpose

Purpose

- Focuses on the period after agent identification, prior to State and federal augmentation
- Raises awareness of emergency management activities associated with Plutonium
- Focuses on issues related to operational management, community protection, resources

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This session of the course focuses on the period after you have defined the hazard (Plutonium) and prior to the arrival of State and federal augmentation. It is designed to help raise your awareness of emergency management activities associated with the defined hazard, i.e., Plutonium. It focuses on topics primarily related to operational management, community protection, and resources.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Identify issues and concerns to be addressed during the response phase
- Identify problems and issues you are dealing with in this situation

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Upon completion of this session, you will be able to:

1. Identify issues and concerns that must be addressed during the response phase.
2. Identify problems and issues you are dealing with in this situation.
3. Identify the primary personnel that will be involved in handling this situation.
4. Establish your role during this time period.

Objectives (con.)

- Identify the primary personnel that will be involved in handling this situation
- Establish your role during this situation

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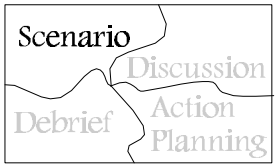
Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

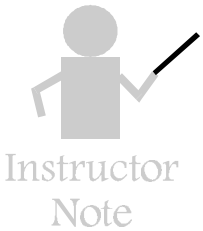
Response to the WMD Incident (Plutonium)
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



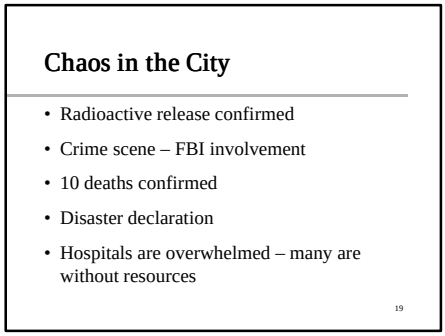
Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

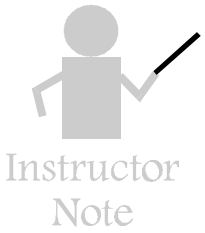
Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.



The presence of a radiological agent has been confirmed, and the FBI has become involved because the incident is now a criminal incident and a crime scene. A disaster has been declared and ten deaths have been confirmed. Available supplies and decontamination are pressing issues. What are you going to do? Are you prepared to do it? Do you know what to do? These are just some of the issues that will probably concern you.

Scene II – Chaos in the City

- Radioactive release confirmed
- FBI on scene
- 10 deaths confirmed
- Disaster declaration
- Hospitals are overwhemled – many are without resources



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This radiological WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a radiological terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene II

The FBI attempts to establish control of the situation for Crisis Management (C^RM), i.e., criminal investigation. At the same time, the scope of the situation makes it clear there is also a federal role for Consequence Management (CM). The Federal Emergency Management Agency (FEMA) is the designated federal agency to manage the C^OM aspect of the incident. The students are probably not well versed in the difference between the federal definitions of C^RM and C^OM.

The presence of radioactive material is established, but indications are that it was a **dispersion** device and not an actual nuclear detonation. Following is information on expected physical reactions to varying levels of exposure:

a. At 50 rem/hr: redness of the skin;

b. At 200 rem/hr: blood changes; and

c. At 300 rem/hr: 100% of the population experiences nausea, vomiting and gastrointestinal problems.

The therapeutic range of treatment is 100-1000 rems. Rems represent cumulative, whole body dosage.

FEMA indicates that after three hours, people in the fallout area with the highest contamination level suffer radiation sickness, and others become ill by the 72nd hour. People in the fallout area with lower contamination levels suffer some form of radiation sickness in three to six hours. In the area of contamination most removed from the explosion it is unlikely that anyone will suffer radiation sickness within 72 hours.

[Provide a description of how and where monitoring stations will be set up in order to monitor people and equipment for contamination based upon the analysis of the EOP. Many jurisdictions may rely on dated "Civil Defense" annexes based on the former Strategic Nuclear Threat.]

Once it is determined that contamination is an issue, focus the discussion on the next steps. Medical information indicates that removing outer clothing and shoes will, in most cases, affect a 90-95% reduction in the patient's contamination. Patients should be decontaminated as soon as possible, ideally before hospital admittance. However, this is not always possible. Therefore, decontamination procedures should be a part of the operational plans and guides of all divisions and departments of medical facilities, not just emergency room or teams.

Because the treatment of injured, contaminated personnel may result in the contamination of almost any part of a medical facility, medical procedures must accomplish the following:

1. Minimize the degree of contamination (*How will they accomplish this?*).

2. Identify and measure the extent of the contamination (*Do they have the equipment and trained personnel?*).

3. Remove the contamination (*How will this be coordinated, and with which departments?*).

Instructor's Background Information on the Incident – Scene II

The removal of contamination is a two-part problem and includes decontamination of people as well as decontamination of equipment and facilities. The former must be started as soon as possible, even if monitoring facilities are not available. Standardized procedures of decontaminating people must be established and instituted. People must not be released before they are monitored and completely decontaminated.

Because plutonium is an alpha particle producer and does not produce a large amount of gamma radiation, harmful health effects are not likely unless breathed or swallowed. Most plutonium exposure occurs through breathing. Once breathed in, the amount remaining in the lungs depends on several things, particularly the particle size and form of the plutonium. The forms that dissolve easily may be absorbed (passed through the lungs into other parts of the body) or some may remain in the lungs. The forms that dissolve less easily are often coughed up and then swallowed. However, some of these may also remain in the lungs. The stomach poorly absorbs plutonium taken in with food or water, so most of it leaves the body in feces. Absorption of plutonium through undamaged skin is limited, but it may enter the body through wounds.

During this session participants should recognize that federal assistance, whether wanted or not, is on the way. The local response capabilities are overwhelmed. The challenge is integrating the local response with federal and State interests. The criminal investigation, coordinated by the FBI, has the potential to conflict with the humanitarian aspects of the response.

A host of federal agencies are potentially involved. They include the Nuclear Regulatory Commission (NRC), Environmental Protection Agency (EPA), Department of Health and Human Services (HHS), Department of Transportation (DOT), and, the Department of Defense (DoD). The NRC and DoD are important because they have the greatest expertise with radioactive materials treatment and decontamination. Sorting out the agencies is a real challenge in an actual situation. An important non-federal agency is the American Red Cross (ARC), offering assistance in dealing with family notification and reunification issues, as well as assisting stranded travelers.

The resources most likely required from the State are National Guard resources, for transportation and security. The National Guard should provide additional monitoring and decontamination equipment resources and operators.

Highlights of this scene include:

- The presence of radioactive material is confirmed.
- Initial readings indicate an exposure level of 60 rem/hr.
- Immediate evacuation is ordered.
- FBI informs EOC that they will lead the investigation and would like to know contamination levels around the city in order to determine where they have safe (clean) access.

Instructor's Background Information on the Incident – Scene II

- The Mayor declares a local emergency and requests support from the State and federal level.
- The Mayor and the Governor hold a joint news conference and estimate 50,000 people are affected by the evacuation. *[This number should be adjusted based on the size of the jurisdiction.]*
- The Governor requests a Presidential declaration of Federal Disaster Area and orders the National Guard to mobilize.
- Due to radioactive exposure, all initial responders suffer from acute radiation exposure and many may die.
- The six *[incident site tenant company]* missing employees are still unaccounted for and are presumed to be dead, 10 are confirmed dead.
- The President issues a disaster declaration. The Federal Response Plan (FRP) and Federal Radiological Emergency Response Plan (FRERP) are activated.
- FEMA and other federal agencies take active roles in the response.
- FEMA activates the Emergency Response Team (ERT) and deploys the ERT-A (Advanced Element of the Emergency Response Team) and Federal Agency Support Team (FAST) to the scene.
- 2,500 people request medical treatment from area hospitals for radiation exposure.
- Thousands of other people are reporting to hospitals claiming they are sick or just wanting to be tested.
- Initial assessment is conducted and elliptical contours determined.
- The fire at the incident site is extinguished.

Scene II: Chaos in the City

It is still *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The weather remains *[repeat previous forecast]*. The temperature is currently *[scenario forecasted mid-day temperature in ° Fahrenheit]* with an expected high of *[scenario forecasted high temperature in ° Fahrenheit]*.

By 2:15 p.m. (1415) the presence of a radioactive release is confirmed at the site. Readings indicate an exposure level of 60 rem/hr. at the site. An immediate evacuation of the affected area is ordered. Mayor *[the name of the Mayor]* says that *[he/she]* will talk with the Governor soon, and would like an update on evacuation, monitoring and containment efforts as soon as possible in order to provide the Governor with information.

Based on the information received, the FBI believes the device is a Radioactive Dispersion Device (RDD). The *[location of the closest FBI office]* office of the FBI notifies the city EOC that they will take the lead in managing the crisis. They request information about contamination levels around the city as soon as it is available to determine when they may access the site of the incident. The FBI wants to meet with representatives from the Police Department immediately to coordinate investigation efforts. They also request that witnesses at or around the site be contacted and held for questioning by their investigators.

By 2:30 p.m. (1430), the Mayor declares a local emergency and asks the Governor for assistance from the State and federal government. Mayor *[full name of the Mayor]* and Governor *[full name of Governor]* subsequently hold a news conference. The Governor indicates *[he/she]* has declared a State of Emergency, and that an evacuation is in progress. City residents not evacuated are asked to remain indoors. Approximately 50,000 people are evacuated. *[This number should be adjusted based upon the size of the jurisdiction participating in this training activity.]*

The Governor requests a Presidential Stafford Act declaration of a Federal Disaster. The Governor orders the National Guard to mobilize to assist with the response effort.

Community Health Coordinators report that most initial emergency responders suffer from acute radiation exposure. The doctors anticipate that most, if not all, will die as a result of their exposure to high dosages of radiation. The six missing employees from the incident site remain unaccounted for, and are presumed dead. Only 10 deaths are confirmed at this time.

The President issues a disaster declaration, promising to bring federal resources to respond to the emergency and to bring the responsible terrorists to justice. The Federal Response Plan (FRP) and Federal Radiological Emergency Response Plan (FRERP) are activated. FEMA and other federal agencies are asked to provide assistance to the response and recovery process. FEMA activates the ERT (Emergency Response Team) and deploys the Advanced Elements of the Emergency Response Team (ERT-A) and Federal Agency Support Team (FAST) to the scene. Potential sites for the Disaster Field Office (DFO) are investigated.

Area hospitals report more than 2,500 people request medical treatment because they believe they have been exposed to radiation. The few hospitals not under evacuation notices are overwhelmed with thousands of people claiming to suffer from radiation sickness or just wanting radiation exposure tests. Some of them do not have resources to conduct the

Scene II: Chaos in the City

required tests or carry out treatment of any type, nor are they able to institute any kind of system to monitor people coming to the hospital.

Initial assessment survey reports indicate the following:

- The 60 rem/hr. elliptical contour extends 500 meters wide and 1 km in length;
- The 30 rem/hr. contour is 2 km long by 1 km wide;
- The 15 rem/hr. contour is 5 km long and 2 km wide; and
- The 10 rem/hr. contour is 8 km long and 3 km wide.

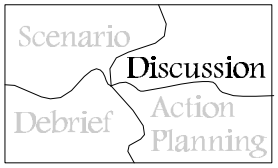
As a result of this information, the survey teams recommend the evacuation area be increased. The areas of contamination now include:

- *[Provide a bullet listing of the areas and major facilities and activities, e.g. hospitals, government buildings, etc., contained within the contaminated area.]*
- *[If possible, provide a copy of a map of the city with the contour lines marked on the map to the students.]*

Thanks to heroic efforts by the fire department, the fire at the incident site is extinguished.

The rush of agencies descending on the scene is causing great confusion in command, control, and reporting. Confusion also exists in prioritizing response actions vs. investigatory actions, leaving many responders upset. The area telephone system is overloaded, leading to concerns that the system may fail. Calls to the affected areas are not going through.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

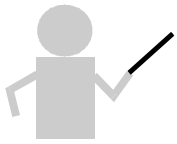
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Health and Medical Resources; Resource Management; Public Affairs; Field Response; Decontamination; Search and Rescue; Incident Site Control; and Secondary Hazards.

QUESTIONS – Scene II

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities at this point?**

   - *Priorities and strategy will vary by department, agency, or activity. They may include:*
     - *Treating the victims*
     - *Limiting contamination*
     - *Bringing the perpetrators to justice*
     - *Preventing additional terrorist attacks*
     - *Extinguishing the fires*
     - *Allowing evacuated citizens to return to their homes*
   - *Give each department, agency, or activity present a chance to present their answer. Obtain a group consensus on what their jurisdiction's priorities will be.*

2. **What will your jurisdiction's overall strategy be for managing the consequences of this incident? What tactics are available to carry out this strategy?**

   - *The EOP should provide the framework for developing the strategy for response management.*
   - *Encourage the participants to establish priorities for implementing the tactical elements of their strategy.*

3. **Who is in charge of the incident site? How will your agency's actions be coordinated with the actions of other agencies? What conflicts could arise from the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal/State/local jurisdictions?**

   - *Explore the federal definitions of crisis (C^RM) and consequence (C^OM) management. At the federal level, the FBI has authority over the incident site and is responsible for crisis management. FEMA has federal authority for consequence management, but must*

conform to the direction of the FBI to protect as much of the "crime scene" as possible while providing the needed rescue and relief to protect citizens. It is anticipated that most jurisdictions will follow this delineation of responsibilities.

- *Determine who is in charge of the local response for both consequence and crisis management.*

- *Determine the command or management structure to be used by the jurisdiction. The incident command system (ICS) has been adapted by many jurisdictions as their command structure during response operations. Explore the specifics of the local system during this discussion. A review of the EOP should have provided details on the structure of the command structure.*

- *Conflicts will likely be related to the jurisdiction's attempt to balance protecting evidence and protecting people. Overlapping conflicts can occur as State and federal responders arrive on-scene and the transition to a unified, joint, or coordinated command or management structure begins.*

- *The disposal of nuclear and radioactive materials is the responsibility of the Department of Energy (DOE). DOE should be involved in the control of contamination remaining at decontamination sites and will be responsible for its subsequent disposal.*

4. **What emergency operations need to be implemented to respond to the current needs of citizens and responders?**

- *Contamination control and decontamination operations are two of the perceived primary needs. Because plutonium has a half-life of 88 years, decontamination and contamination control are major concerns during this phase of operations. During the recovery phase (scene III) revisit decontamination, disposal, and certification for safe entry.*

Additional Questions:

How will responder's requests for additional equipment be prioritized? Does your jurisdiction have a system in place that allows the management team to anticipate the needs of responders?

- *Prioritization of requests should be addressed in the EOP. In most incidents, the priority should go to life saving and protecting activities.*

- *Explore with the group methods of anticipating needs so the management team does not remain in a reactive mode, but can transition into a proactive management of the situation.*

5. **Will your jurisdiction's response personnel have the necessary technical information to implement appropriate protective actions?**

- *The EOP review and the discussion during the last scene about the kinds of training responders had received should provide the background to support this discussion.*
- *Allow the participants to address the local procedures for implementing the tactical actions they discussed as part of questions one and two of this scene.*

6. **How will you address the need for extensive personal decontamination at the site prior to sending casualties to a hospital for further treatment?**

- *This question presents a good opportunity to address the risks associated with radioactive materials and its spread. As previously stated, plutonium remains in the environment for an extremely long period of time and requires decontamination at this point in the scenario.*
- *Plutonium contamination should be removed (or decontaminated) as soon as possible. Standard clothing provides some protection, though the longer plutonium is allowed to remain on clothing or on the skin, the greater the level of exposure and risk of short and long-term health effects. The following are among the health effects associated with plutonium:*
  - *Cancer of the lung, liver, and bones,*
  - *Pulmonary fibrosis or edema, and*
  - *Damage to the walls of the gastrointestinal tract.*
- *The group should address the management of public perception and fear during this portion of the discussion.*

7. **What community health planning has been completed? Have privately owned hospitals, home-care agencies, long-term care facilities, and clinics been incorporated into the EOP and included in the planning process? Has your community conducted joint exercises for this type, or any type of mass casualty situation?**

- *The EOP review should indicate the preparedness of the community health program to address mass casualty situations and the involvement of all local health care assets in the planning process.*
- *Most jurisdictions should have been involved in joint mass casualty exercises because these are an accreditation requirement for most health care organizations, especially hospitals.*

Additional Questions:

What on-scene medical operations might be necessary?

- *This issue should be addressed in the community health plan as it exists. The priorities at the scene should be gross triage, transportation, and limited life-saving efforts.*

Will triage stations be established? Where will these be established?

- *The discussion of triage should focus on managing the flow of casualties through the community health system. The community health plan should address this issue.*

What types of communications should be conducted between responders and the hospitals prior to the arrival of exposed victims? How will exposed patients be processed at point of collection and point of delivery?

- *Communication protocols for providing critical information should be provided within the communications section of the EOP.*

- *Triage protocols at both collection and delivery points should also be part of the plan. Basic requirements dictate triage be performed at both locations. This may be a good point to address the differences between standard emergency room triage and mass casualty triage.*

What specific assistance do you need from the State and federal government? How will these resources be integrated into the response operations?

- *State and federal plans provide for mobilizing these types of resources in disaster situations. It is important for the group to realize that there may be a significant time delay before those resources are available.*

What type of epidemiological surveillance program does your community have in-place? How well defined are the linkages between the community health program and plan and your consequence management infrastructure?

- *Epidemiological surveillance is important in determining the number of citizens that were exposed to the radiological material. Community health planning should account for locating personnel within the incident area that may be asymptomatic at this point, especially in light of the potential long-term health effects.*

- *The community should consider establishing a database to track the health of those members of the community, including responders that may have been exposed to plutonium.*

- *The EOP should define the linkage between the community health program and the emergency operations management structure and a representative of the community health agency or EMS should be on the management team.*

8. How will vital out-of-area resources be transported in a timely manner to the scene where they are needed?

- *Transportation and acquisition of emergency supplies and equipment should be addressed in the EOP.*
- *Allow the participants to discuss whether transportation sources other than DoD and DOT have been considered in their plans.*
- *Determine whether the participants' expectations of federal assistance are realistic. There may be a several hour delay before federal assistance arrives. The local managers need to understand that their actions during the first six to eight hours of the response, when federal assistance is en route will determine the success of the response.*

9. How will immediate needs for food, water, sanitation, and shelter be provided for potentially thousands of displaced travelers and workers?

- *The sheltering portion of the local emergency operations plan should address meeting these needs. The American Red Cross (ARC) is chartered by Congress and has a Memorandum of Understanding (MOU) with FEMA. ARC generally provides human needs assistance during a major disaster. Most communities have identified shelters and evacuation routes in their plans.*
- *Determine if the group feels it can accommodate these needs with locally available resources, or if outside assistance from State and/or federal assets will be needed.*
- *One of the continuing concerns related to radiological emergencies is the potential contamination of food and water. The group may wish to address the techniques used to ensure the safety of those consumables.*

10. What immediate public relations and media concerns must be anticipated? How will these concerns be addressed? Who will serve as your jurisdiction's spokesperson in this incident?

- *The Joint Information Center (JIC) should be established following the arrival of State and federal assets and serves as the source of pubic information after that point. The plan should identify who will serve as local spokesperson prior to the establishment of the JIC.*

- *Most EOPs assign the management of public affairs issues to the management team located in the EOC. Determine participants' familiarity with public affairs procedures. Anticipating that public panic and extreme fear are likely to exist, the group should discuss how to diffuse the issue without denigrating the seriousness of the situation. Determine if the participants understand the importance of a multimedia approach and the development of themes.*

- *In the early stages of a response, public safety messages must be disseminated quickly.*

Additional Questions

Does the communications system meet the multilingual needs of the area?

- *The EOP review should identify multilingual needs and procedures for the community.*

11. What are the internal and external communications requirements for this response? Who is responsible for ensuring that the necessary systems are available? What problems may be anticipated?

- *The EOP should address internal and external communications requirements and assign responsibility for maintaining a viable system. Communications support equipment is normally located in or adjacent to the EOC.*

- *Internal communications issues focus on the ability of jurisdictions to communicate with responders from different agencies (e.g., fire departments talking to police). Determine what system is in place to facilitate such coordination or if coordination must be accomplished face-to-face, through dispatchers, or the EOC.*

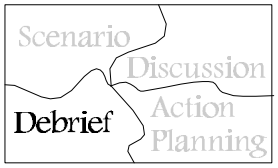
- *External communications issues should focus on the procedures for providing essential information to State and federal responders and managers who are en route to the incident site.*

- *Solutions relying on public hard lines or cellular telephone systems should be discouraged in light of the numerous demands that will be made on those systems,*

unless the plan review revealed that a priority override system for emergency communications is in place with local phone service providers.

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following scene, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

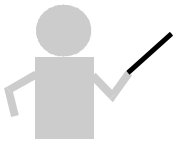


Purpose

This activity is designed to review the key concepts covered during the assessment of the response stage of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.

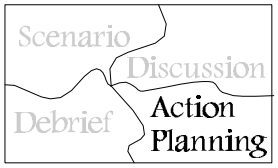


Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Responders will be faced with a potentially huge number of dead, dying, and injured victims.	
Speaking with a unified voice and having everyone express the same message to the public is crucial during a criminal incident.	
You will need to coordinate with the State for deployment of State personnel and resources.	
Need a centralized voice and location to control rumors.	
Isolation of the incident site and decontamination must be considered.	

Action Planning

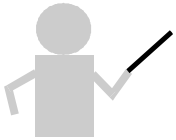


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a radiological WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning **Issue** **Action**	**Resources** **Issue** **Action**
Personal Action Steps **Issue** **Action**	**Training** **Issue** **Action**

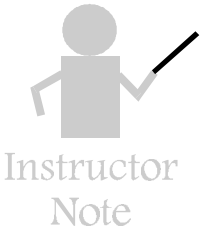
Wrap Up

Purpose

The wrap up should conclude the day-two session and prepare for Session III.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 6 – Session III

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Session III – Day Three

Recovery from Radiological Terrorism Incident

Purpose

Purpose

- Raise awareness of emergency management activities associated with a maturing situation
- Focus on issues you will face during the recovery phase:
  - period of continued operations,
  - augmentation and mutual aid,
  - recovery planning, and
  - preparation to integrate State and federal responders

20

This session is designed to help raise your awareness of emergency management activities associated with the maturing situation. It focuses on concerns that you will be faced with during the recovery phase of the incident which includes the period of continued operations, augmentation and mutual aid, recovery planning, and the preparation for integrating State and federal responders.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Assess direction and control procedures
- Assess communication systems
- Assess notification system
- Assess procedures for addressing public affairs issues

21

Objectives (con.)

- Assess ability to conduct extended operations
- Assess current time requirements for coordinating augmentation of resources
- Identify specific types of federal assistance for which you need to ask
- Identify the adequacy of authorities for dealing with this event

22

Upon completion of this session, you will be able to:

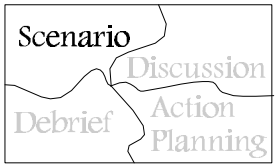
1. Assess direction and control procedures
2. Assess communication systems
3. Assess notification system, including notification of families
4. Assess procedures for addressing public affairs issues, including the importance of public information in terrorist events
5. Assess ability to conduct extended operations
6. Assess current time requirements for coordinating augmentation of resources from State and federal agencies (i.e., human and material)
7. Identify specific types of federal assistance for which you need to ask
8. Identify the adequacy of authorities for dealing with the event

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Recovery from Radiological Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

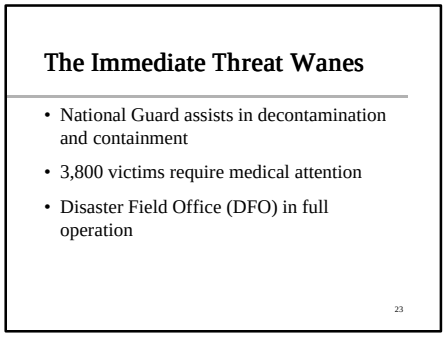
Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.

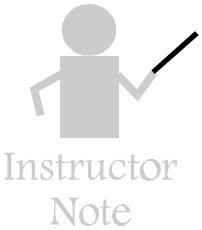
Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.



This scene centers on the waning aspects of the immediate threat – new issues arise such as coordination efforts with federal agencies and need for assistance to support recovery efforts.

Scene III – The Immediate Threat Wanes

- National guard assists in decontamination and containment
- 3,500 victims require medical attention
- Disaster Field Office (DFO) in full operation



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This radiological WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a radiological terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene III

With the downpour of rain, much of the radioactive particles are washed into the soil and down the *[appropriate name]* River, which flows from *[direction of river flow, e.g., south to north, if a river is in the area]*. *[If there is not a river in the area, describe the watershed and provide an indication of the potential areas that will be affected by the run off.]* Farmers in *[provide area names of locations potentially affected by the run off of radioactive particles]* use the irrigation water that has its source in this area.

Sanitation is a major issue at shelters and hospitals. The safety and health of patients who were in the hospitals for other reasons is compromised by the influx of patients and material contaminated with radioactive fallout.

Highlights of this scene include:

- It starts getting dark and rainy.
- The National Guard arrives and begins to take up positions throughout the city.
- Hospitals request assistance with transporting excess patients to other facilities.
- Evacuated hospitals also request transportation and other logistical support.
- Disposal of contaminated equipment and other material becomes a major issue.
- Farmers downstream of the city are concerned about radiation fallout and its effect on their water supply.
- The public is provided with information on radiation exposure and fallout.
- Reports indicate that approximately 3,800 people suffer radiation sickness or were exposed and require decontamination.
- The DFO is situated, staffed and in full operation.
- The JIC is inundated with calls from the media about the response effort and the lack of information being provided to them.

Scene III: The Immediate Threat Wanes

It is 7:45 p.m. (1945) on *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The sun sets at *[appropriate time]*. Rain starts to fall. The temperature is currently *[forecasted end of day temperature in ° Fahrenheit]*. *[Since the time is now evening, adjust background description to reflect past tense if the sun has already set.]*

The rain and darkness complicate the response efforts. By 7:50 p.m. (1950), members of the National Guard arrive and take up positions in and around downtown to assist the police with their duties and the decontamination and containment efforts. The Red Cross offers assistance in transporting food, water, medications, and other resources to shelter locations and wherever else they are needed. Officials from the EPA contact the *[city or jurisdiction]* Public Works Department, *[city or jurisdiction]* Safety Department and the *[State]* Department of Safety to coordinate efforts to monitor radiological contamination that may migrate into drinking water sources, surrounding lakes, rivers, and soil.

Several hospitals request assistance with transporting patients to other hospitals due to inadequate resources. They also request immediate assistance with monitoring incoming patients and decontamination procedures or they will be forced to turn additional patients away. Proper disposal of contaminated equipment and other material accumulating at the hospitals becomes a concern. The Community Health Spokesperson *[or official based on Office of Emergency Preparedness (OEP) review]* provides information to the public via a news conference regarding the effects of radiation under the current situation and encourages people to stay indoors. This conference is not coordinated with the Joint Information Center (JIC).

Agricultural, Health and Safety officials from *[area; e.g., State, surrounding counties, etc.]* and *[surrounding States]* are concerned that radiation fallout in the surrounding water shed, used for irrigation and other water supplies, will affect livestock and crops. Those calls persist as politicians from those areas pressure the EPA and United States Department of Agriculture (USDA) to certify the quality of the water from the region.

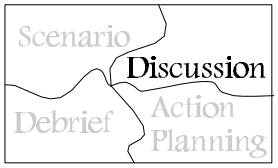
By 10:30 p.m. (2230), updated reports of casualties filter in from area hospitals, shelters, and residences. It is reported that approximately 3,800 people either suffer radiation sickness or were exposed and still require decontamination and advanced medical treatment.

The Department of Defense (DoD), Department of Energy (DOE) and EPA officials express concern about the possibility of a large number of people leaving the area before being monitored for contamination. There is also concern that many contaminated vehicles traveled to other jurisdictions.

By 4 a.m. (0400), the DFO is in full operation. The media inundates the JIC with calls questioning the adequacy of the response effort and the lack of information provided to them and the public by State and local authorities.

The FBI requests protective equipment in order to access the site of the explosion to look for clues and extract the remains of the RDD.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

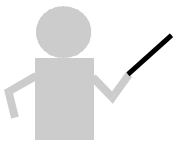
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the previous scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Public Affairs; Extended Operations; Transition Operations; and other topics such as Community and Business Recovery.

QUESTIONS – Scene III

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities and response concerns at this point? Do you need to revise your agency's strategy? What tactics are available to carry out this new strategy?**

   - *Using the results of action-planning sessions I and II, ask participants to develop a list of anticipated needs and concerns, as well as anticipated resource shortfalls.*
   - *At this point, participants should be concerned with integrating the State and federal response as a Disaster Field Office (DFO) is established and certain management responsibilities are shared.*
   - *Among the priorities that should also be considered:*
     - *Re-entry, restoration, and recovery; and*
     - *Continuing medical surveillance and general community health response.*

Additional Questions

What response concerns are based on resource shortfalls? How will you meet (or fill) these critical needs?

- *Resource shortfalls will include personnel, equipment and supplies. The review of the EOP should indicate what types of resources are available through immediate assets or mutual support at the start of the incident. At this point, most of the local assets will be exhausted or committed.*
- *Participants should list anticipated sources of resources by category. Expect some to point to State and federal sources.*

2. **How will you conduct extended response operations? Are local personnel and equipment resources adequate for the extended operations required?**

   - *The EOP should account for round-the-clock operations. Many jurisdictions plan to send a portion of the EOC staff home after the initial incident assessment reveals the need for extended operations. Determine who will be responsible for each function on multiple shifts. Emphasize the need to distribute the primary functional leaders across shifts.*

- *Each agency will likely be overwhelmed. The real question is how much State, federal or National Guard support is needed.*

3. **Based on the information presented, what staffing levels do you foresee your agency contributing to the response effort over the next 24 hours? What problems do you anticipate?**

- *Discuss the staffing pattern for the management team. The length of shifts, number of personnel, etc. should be detailed in the EOP, but should be reviewed at this time. Review the staffing plan and ensure the staff is optimally utilized during active periods.*

4. **What are your procedures for integrating State and federal resources into your management organization?**

- *The EOP should outline the procedures for State and federal integration.*
- *State and federal assistance is supplementary to the local response and as the Disaster Field Office (DFO) is established the Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) will coordinated activities of the State and federal governments, ARC, the Salvation Army, other relief and disaster assistance organizations.*

Additional Questions

How will your agency coordinate its action with other agencies (federal, State and local) and public interest groups?

- *The FCO is the primary federal coordinating authority for consequence management; the FBI handles crisis management.*

With the arrival of State and federal assistance and the formation of a Joint Information Center (JIC), how will media inquiries be handled? Who in your jurisdiction is responsible for authoring media releases?

- *Media releases must be coordinated with the FBI, FEMA, and State and local authorities once the JIC has been established.*
- *The EOP should provide a detailed communications/public relations plan.*

5. **How do you anticipate disposing of large amounts of contaminated waste generated during the response and decontamination phases? How will these materials be safely transported? By whom? To what locations?**

- *The emergency operations plan should account for disposal of hazardous radioactive waste.*
- *The Department of Energy (DOE) has federal responsibility for the disposal of radioactively contaminated waste. The State and local EOPs should provide details on how the local HAZMAT teams interface with DOE to coordinate removal and disposal operations.*

6. **When will the response phase be over? When will the recovery (cleanup/ remediation) phase be over?**

- *The EOP should provide guidance on concurrent activity response and recovery.*
- *The recovery phase will continue until the recovery plan has been fully implemented and completed (remember, "putting things back the way they were," is not always the best answer).*

7. **What continuing assessments should be enacted when the cleanup phase is complete? Who will make these determinations?**

- *Long-range health issues are of great concern.*
- *HAZMAT sites, especially decontamination stations, should be examined periodically until it is determined that there is no longer an environmental hazard.*
- *The EOP should provide an overview of how continuing assessments and long term monitoring are accomplished, allow the group to discuss their areas of concern and propose priorities.*

8. **What are the environmental concerns related to this incident?**

- *There are numerous concerns related to plutonium, e.g., it is a heavy metal and is toxic in its own right beyond the long-term effects on animals. The local responders might also identify some issues particular to their area.*
- *HAZMATs used during the response will continue to present hazards until neutralized.*

Additional Questions

What steps will be taken by your agency to ensure adequate sanitation measures throughout the affected area?

- *The local HAZMAT plan should identify sanitation procedures related to radiological operations.*

What local requirements exist for re-entry to an evacuated area due to a HAZMAT incident?

- *The HAZMAT annex to the EOP should outline re-entry procedures.*
- *Following the release of radioactive materials, the local emergency management team should consider the need for "safe certification." That is, having a "third party" lab verify the area as free from contamination.*

9. Within your jurisdiction, what psychological traumas may be anticipated? How will your agency deal with these traumas?

- *Many agencies have teams already designated to assist in such cases. In most instances, the teams will not have the capacity to handle the expected cases in an incident of this magnitude.*
- *Discuss the availability of crisis counseling. Also, refer participants to Section 416 of the Stafford Act.*

Additional Questions

How will your agency participate in death notification of civilians and your colleagues? Are personnel in your agency adequately trained in the process of death notification?

- *Death notification is always a difficult issue. The EOP should provide guidance to managers. However, at a minimum someone in the supervisory chain should be involved with the actual notification.*

10. **What will you propose as a course of action to meet the resource shortfalls identified in this scenario?**

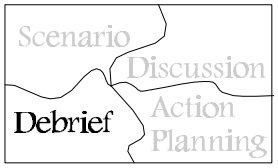
- *Let the group propose a course and record what they say. The jurisdiction can later address the adequacy or feasibility of the response. As instructors, we are not providing information on the solution to these needs.*

11. **Are your jurisdiction's current plans, policies and procedures adequate for response to this phase of the incident? What steps will be necessary to upgrade these plans to an adequate level?**

- *This question serves to wrap-up the day's discussions as well as the overall three-day session. The responses should serve as the basis for the summary to be presented at the conclusion of this activity.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise which you must be prepared to address.

Debrief

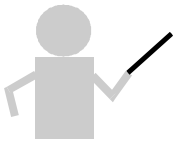


Purpose

This activity is designed to review the key concepts covered during the assessment of the recovery phase of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do**
Radiological terrorism causes little physical damage to property, therefore recovery will focus on decontamination of the facility and monitoring to ensure the facility is safe for public use. Analysis of the attack for the purpose of improving response capability is essential. After-action reports are good sources of information.	
You must become familiar with your State's roles and responsibilities in a WMD incident.	
The FBI is designated as lead agency for crisis management response to terrorist incidents by Presidential Directive. This Directive and other statutes give the FBI the lead role in law enforcement response throughout the investigation.	
WMD incidents can easily grow into long-duration events due to the complexities that are faced. The planning process is a critical element in preparing to deal with WMD incidents.	
Federal disaster assistance is made available through the Robert T. Stafford Disaster Relief and Emergency Act. Through this Act, aid is generally available on a 75/25 Federal-State/local match.	
Traditional disaster assistance programs can supplement a long-term recovery program, but do not replace the local government's responsibility.	
Deploying resources will be just one of your problems; another problem will be dealing with the overabundance of people who offer their services.	
You may encounter a situation of "no movement" because of too much help. Be aware that these issues exist, and plan accordingly.	

Wrap Up

Purpose

The wrap up should conclude day-three session and prepare for final action-planning phase.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Transition to Final Action-Planning Session.

Section 7 – Course Action-Planning Session

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Course Action-Planning Session

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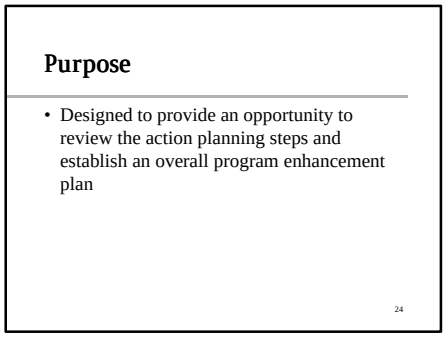
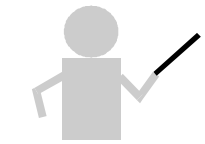


This session is designed to provide participants with an opportunity to review the action planning steps developed during the action planning sessions and establish an overall program enhancement plan.

Presentation

1. Use the 30 previously identified actions as the basis for this discussion and prioritization.
2. Develop in advance and provide as both student handouts and wall charts the twenty priority actions developed during the first two sessions.
3. Using facilitated discussion, review the 30 actions identified during the previous discussion sessions. Attempt to develop a group consensus using the "majority rules" method and create a list ranking these needed actions. (*Note:* In most jurisdictions the Chief Executive or elected official has veto/approval authority and opinions must consider this.)
4. Unlike the previous action planning sessions, do not attempt to sort the issues by program, training, or resources.
5. After the list has been ranked, review the assigned responsibilities with the group. If any one agency has an inequitable share of the actions, confirm with the group that that division of labor is appropriate.



Instructor Note

This list of actions and responsible parties forms the foundation of the activity report.

Use a round-robin discussion to ensure each member of the group participates in the prioritization.

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Section 8 – Summary and Conclusion

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Summary and Conclusion

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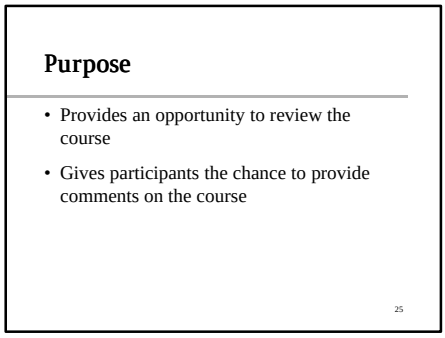
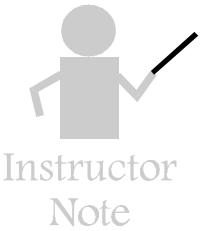


This session provides participants with the opportunity to review the course. This session also gives participants the opportunity to provide comments on the course.

Presentation

1. Provide concluding remarks on course/workshop. Provide highlights of lessons learned throughout the course.
2. Review objectives and outcomes of the course.
3. Stress the importance of implementing the action plan developed during the last lesson.
4. Provide time for the participants to complete the course evaluation tool found in the student manual.
5. Graduation – distribute certificates of completion/training.



Because class members will be ready to leave and return to their offices or home, keep the concluding lesson brief.

If participants seem willing to provide detailed comments, allow time. Don't put on any pressure, however.

Congratulate the participants on their performance and thank them for their efforts.

Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 9 – References

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Background Information on WMD Incidents

What is Terrorism?

For the purposes of this course, terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom.

What is Weapons of Mass Destruction Terrorism?

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Facts on Terrorism

- On February 29, 1993, a bombing in the parking garage of the World Trade Center in New York City resulted in the deaths of five people and injuries to thousands. The bomb left a crater 200 by 100 feet wide and five stories deep. The World Trade Center is the second largest building in the world and houses 100,000 workers and visitors each day.
- In the Centennial Olympic Park-Olympic Games Bombing in Atlanta, Georgia, in 1996, there were two deaths and 110 injuries.
- The Department of Defense (DoD) estimates that as many as 26 nations may possess chemical agents and/or weapons and an additional 12 may be seeking to develop them.
- In recent years, the largest number of terrorist strikes have occurred in the Western United States and Puerto Rico. Attacks in Puerto Rico accounted for about 60 percent of all terrorist incidents that occurred on United States territory between 1983 and 1991.
- The Central Intelligence Agency (CIA) reports that at least 10 countries are believed to possess or be conducting research on biological-agent of weapons.
- In the United States, most terrorist incidents have involved small extremist groups who use terrorism to achieve a designated objective. Local, State, and Federal law enforcement officials monitor suspected terrorist groups and try to prevent or protect against a suspected attack.
- A terrorist attack can take several forms, depending on the technological means available to the terrorist, the nature of the political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used terrorist method in the United States. Other possibilities include an attack at transportation facilities, an attack against utilities or their public services or an incident involving chemical or biological events.

Responding to a WMD Incident: Things You Should Know

- There is an increased concern about how to deal with the threats posed by weapons of mass destruction. A WMD incident challenges the confidence of emergency response personnel and the capacity of the health care system.
- Most local emergency management systems require an enhanced capability to manage a WMD threat. They require a capability for agent identification, personal protection, decontamination, and effective initial and definitive treatment modalities.
- Health systems for response to WMD require the following: agent identification, safe extraction and antidote administration; victim decontamination, triage and primary care; emergency medical transportation; local and regional definitive medical care; forward movement of victims for further care; appropriate disposition of the deceased; and decontamination of the incident site.
- Close cooperation with other emergency response groups, agencies, and individuals is essential; that is at the federal level, interdepartmental, interagency; then a federal/State/local government cooperative effort; and then a public/private effort.
- Responding to criminal incidents involves many tasks and can become very complex. No one response agency can handle the breadth and depth of tasks that must be done.
- Teamwork and an appreciation for the roles of other responders are crucial to effective working relationships.
- Good working relationships will help increase the probability of successful safe operations for:
  - rescue and treatment of victims;
  - gathering of physical evidence;
  - restoration of uninterrupted utilities;
  - prosecution of perpetrator(s); and
  - continued relationships for the future.
- You must consider the political context in your community. Elected officials will experience anger and frustration from the public's feeling of helplessness.
- You must also plan for the unexpected. Key staff people may be out of town or unable to handle the pressure, or adverse weather may delay help.
- The public is likely to panic due to their unfamiliarity with the event. It is important to have accurate health-related information available. You don't want to risk the public's perception that you don't know what you are talking about. Remember the Midwest flood, "Cannot even tell us how long to boil water, how can we trust them on vaccination?".

Key Factors to Consider When Developing a WMD Terrorism Annex to the EOP

The following are some key factors that you should consider when developing your WMD Terrorism Annex.

Nature of the Hazard

Describe the radiological agents of primary concern, including information on chemical and physical properties of these agents that have a direct bearing on emergency planning and response – i.e., the agent's volatility; behavior in fires, and persistence in the environment; makeup, symptoms and characteristics; and the short-term and long-term effects.

Risk Area

Emergency response plans must reflect the fact that a radiological release will affect different areas in different ways and at different times. Areas near the point of release are likely to experience relatively high concentrations of agent very quickly, while areas farther away are likely to experience lower agent concentrations after a period of time. The plans should provide for the most rapid and effective protective actions possible. For locations farther away, but still possible within the risk zone of contamination by the hazard, plan for public protective actions, including the possibility of having time to evacuate the public in an orderly fashion. Also, plan for the possibility of sheltering populations who can not be evacuated in time. Consider consequence management plans for those not in the immediate area of the contaminant.

Response Actions – Things to Think About

Direction and Control

Who's In Charge? How will your agency's actions be coordinated with the actions of other agencies? What conflicts may be anticipated due to the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal, State, city, and local jurisdictions? What written policies provide guidance on these issues?

What will be the effect of a WMD incident on your integrated command structure? How will it change?

What support will you receive from other agencies?

Do you know who has coordination responsibilities for this effort? Where are these duties specified?

Emergency Operations (Evacuation and Sheltering)

What policies do you have in place regarding evacuation, specifically the following: emergency powers, safe routes, assist the special populations (elderly, handicapped, special needs), security for evacuated properties?

What areas will you evacuate? How long do you think it will take?

Where will you send these evacuated people? What routes will you designate?

Who can order an evacuation?

Who will manage the traffic and designate traffic routes to prevent traffic congestion?

What plans and procedures do you have in place for temporary shelters? Do you know who is responsible for coordinating shelter arrangements? Do you have sufficient shelters pre-arranged for use?

Do you have areas designated for shelters?

Public's Needs

Do you have arrangements in place to meet the public's immediate needs for food and water?

The Medical Response Effort

The public will think they have been exposed – and may overload hospitals. In Japan, there were a reported 5,500 casualties (12 deaths, 17 critical patients, 37 severe, and 984 moderate, with another 4,000 casualties who seemingly had nothing wrong with them, but who reported to medical facilities). How are you going to handle the influx of people who have not been exposed – but think they have? You are going to have to deal with these people quickly – in order to find and deal with the people who have been exposed.

What about drug treatments? Will they only be available for use in a medical facility? Will you have access to the required antidotes? How will you get the vaccine quickly?

Resource Requirements (Equipment, Supplies)

- Respirators
- Radiological protective clothing and suits
- Gloves
- Boots
- Goggles

Response Actions – Things to Think About

- Face shields
- Hard hats
- Hoods
- Safety glasses
- Must be trained to use equipment and must be maintained
- All personal protective equipment (PPE) must be approved

Will you have adequate supplies for decontamination efforts?

What resource shortfalls do you anticipate? What specific assistance will you need from the State government?

Decontamination

Who will alert you if internal protective actions are required?

How will you be notified of contaminated or exposed patients?

What is the level of field decontamination that patients will receive?

What arrangements will you need to make for extensive decontamination at the scene?

How will you monitor the scene to control the spread of the contaminant? Do you have written procedures to address this?

How Prepared Are You and Your Agency to Deal with Recovery Issues?

Things to Think About

Resource Requirements (Equipment, Supplies, Personnel)

Do you have procedures in place to specify how extended operations should be conducted?

Do you have alternates to meet resource requirements when you experience a shortfall? Do you have these arrangements in writing?

What plans will you consult regarding ongoing staffing requirements?

Clean-up, Debris Disposal and Decontamination

Who is responsible for the disposal of contaminated clothing, articles, and dead bodies?

How will these materials be safely transported? Does your EOP/SOP specify waste diposal locations and identify who will do it?

Do you know if your locality and State has promulgated regulations regarding hazardous waste disposal?

Do you have mechanisms in place to quickly remove the contaminant so that businesses can reopen quickly?

Economic Recovery

Do you have plans in place to retain businesses during the recovery phase?

Mental and Physical Health

How will your agency deal with psychological traumas? Does your agency have arrangements or agreements with agencies to perform critical stress incident counseling? Do you know how to obtain federal assistance for this service?

Do you know what type of medical surveillance, if any, will be required?

Presidential Decision Directive 39 (PDD-39) Unclassified

U.S. POLICY ON COUNTERTERRORISM

1. General. Terrorism is both a threat to our national security as well as a criminal act. The Administration has stated that it is the policy of the United States to use all appropriate means to deter, defeat and respond to all terrorist attacks on our territory and resources, both people and facilities, wherever they occur. In support of these efforts, the United States will:

- Employ efforts to deter, preempt, apprehend and prosecute terrorists.
- Work closely with other governments to carry out our counterterrorism policy and combat terrorist threats against them.
- Identify sponsors of terrorists, isolate them, and ensure they pay for their actions.
- Make no concessions to terrorists.

2. Measures to Combat Terrorism. To ensure that the United States is prepared to combat terrorism in all its forms, a number of measures have been directed. These include reducing vulnerabilities to terrorism, deterring and responding to terrorist acts, and having capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including those of mass destruction.

a. Reduce Vulnerabilities. In order to reduce our vulnerabilities to terrorism, both at home and abroad, all department/agency heads have been directed to ensure that their personnel and facilities are fully protected against terrorism. Specific efforts that will be conducted to ensure our security against terrorist acts include the following:

- Review the vulnerability of government facilities and critical national infrastructure.
- Expand the program of counterterrorism.
- Reduce vulnerabilities affecting civilian personnel/facilities abroad and military personnel/facilities.
- Reduce vulnerabilities affecting U.S. airports, aircraft/passengers and shipping, and provide appropriate security measures for other modes of transportation.
- Exclude/deport persons who pose a terrorist threat. Prevent unlawful traffic in firearms and explosives, and protect the President and other officials against terrorist attack.
- Reduce U.S. vulnerabilities to international terrorism through intelligence collection/analysis, counterintelligence and covert action.

b. Deter. To deter terrorism, it is necessary to provide a clear public position that our policies will not be affected by terrorist acts and we will vigorously deal with terrorist/sponsors to reduce terrorist capabilities and support. In this regard, we must make it clear that we will not allow terrorism to succeed and that the pursuit arrest and prosecution of terrorists is of the highest priority. Our goals include the disruption of terrorist-sponsored activity including termination-of financial support, arrest and punishment of terrorists as criminals, application of U.S laws and new legislation to prevent terrorist groups from operating in the United States, and

application of extraterritorial statutes to counter acts of terrorism and apprehend terrorists outside of the United States. Return of terrorists overseas, who are wanted for violation of U.S. law, is of the highest priority and a central issue in bilateral relations with any State that harbors or assists them.

c. Respond. To respond to terrorism, we must have a rapid and decisive capability to protect Americans, defeat or arrest terrorists, respond against terrorist sponsors, and provide relief to the victims of terrorists. The goal during the immediate response phase of an incident is to terminate terrorist attacks so that the terrorists do not accomplish their objectives or maintain their freedom, while seeking to minimize damage and loss of life and provide emergency assistance. After an incident has occurred, a rapidly deployable interagency Emergency Support Team (EST) will provide required capabilities on scene: a Foreign Emergency Support Team (FEST) for foreign incidents and a Domestic Emergency Support Team (DEST) for domestic incidents. DEST membership will be limited to those agencies required to respond to the specific incident. Both teams will include elements for specific types of incidents such as nuclear, biological or chemical threats.

The Director, FEMA, will ensure that the Federal Response Plan is adequate for consequence management activities in response to terrorist attacks against large U.S. populations, including those where weapons of mass destruction are involved. FEMA will also ensure that State response plans and capabilities are adequate and tested. FEMA, supported by all Federal Response Plan signatories, will assume the Lead Agency role for consequence management in Washington, D.C., and on scene. If large-scale casualties and infrastructure damage occur, the President may appoint a Personal Representative for Consequence management as the on scene Federal authority during recovery. A roster of senior and former government officials willing to perform these functions will be created and the rostered individuals will be provided training and information necessary to allow them to be called upon on short notice.

Agencies will bear the costs of their participation in terrorist incidents and counterterrorist operations, unless otherwise directed.

d. NBC Consequence Management. The development of effective capabilities for preventing and managing the consequences of terrorist use of nuclear, biological, or chemical (NBC) materials or weapons is of the highest priority. Terrorist acquisition of weapons of mass destruction is not acceptable and there is no higher priority than preventing the acquisition of such materials/weapons or removing this capability from terrorist groups. FEMA will review the Federal Response plan on an urgent basis, in coordination with supporting agencies, to determine its adequacy in responding to an NBC-related terrorist incident; identify and remedy any shortfalls in stockpiles, capabilities, or g; and report on the status of these efforts in 180 days.

Robert T. Stafford Disaster Assistance and Emergency Relief Act, Section 416

{§ 416}

§ 5183. Crisis counseling assistance and training

The President is authorized to provide professional counseling services, including financial assistance to State or local agencies or private mental health organizations to provide such services or training of disaster workers, to victims of major disasters in order to relieve mental health problems caused or aggravated by such major disaster or its aftermath.

ACRONYMS

ACOM	Atlantic Command
AEM	Area Emergency Manager
AID	Agency for International Development
AMC	Army Materiel Command
AMS	Atmospheric Monitoring System
ARAC	Atmospheric Release Advisory Capability
ATSDR	Agency for Toxic Substance and Disease Registry (PHS)
BSI	Base Support Installation
CAT	Crisis Action Team (DOMS)
CBRDT	Chemical/Biological Rapid Deployment Team
CDC	Center for Disease Control
CDRG	Catastrophic Disaster Response Group
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
$C^{O}M$	Consequence Management
$C^{R}M$	Crisis Management
CRTF	Commander, Response Task Force
DALO	Disaster Area Liaison Officer
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Team
DOE	Department of Energy
DOJ	Department of Justice
EAS	Emergency Alert System
ECC	Emergency Command Center
EICC	Emergency Information and Coordination Center
EMP	electromagnetic pulse
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EOD	Explosives Ordnance Detachment
EOT	Emergency Operations Team
EPA	Environmental Protection Agency
EPSP	Emergency Pharmaceutical Support Plan
ERAMS	Environmental Radiation Ambient Monitoring System
ERT	Emergency Response Team
ERT-A	Emergency Response Team-Advance Element
ERT-N	National Emergency Response Team
ESF	Emergency Support Function
EST	Emergency Support Team

ETA	Estimated Time of Arrival
FAST	Federal Agency Support Team
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FOSC	Federal On-Scene Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRMAC	Federal Radiological Monitoring and Assessment Center
FRP	Federal Response Plan
g	grams
GIS	Geographic Information System
HA	Hazards Assessment
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HIT	Hazardous Incident Team
HMT	Hazardous Materials Team
IC	Incident Commander
ICS/UC	Incident Command System/Unified Command
IND	Improvised Nuclear Device
IMA	Individual Mobilization Augmenter
IRR	Initial Response Resources
IRT	Incident Response Team
JCSE	Joint Communications Support Element
JIC	Joint Information Center
JNACC	Joint Nuclear Accident Coordination Center
JOC	Joint Operations Center
km	kilometer
kt	kiloton
LFA	Lead Federal Agency
LSC	Life Support Center
MACC	Multi-Agency Coordination Center
MATTS	Mobile Air Transportable Telecommunications System
MERRT	Medical Emergency Radiological Response Team
MERS	Mobile Emergency Response Support
MHC	Mobile Health Clinics
MKT	Mobile Kitchen Trailer
MOB Center	Mobilization Center
MOU	Memorandum of Understanding

MSA	Mine Safety Association
MSU	Management Support Unit
NAOC	National Airborne Operations Center
NASA	National Aeronautical and Space Administration
NBC	Nuclear, Biological, or Chemical
NCC	National Coordination Center
NCP	National Contingency Plan
NCR	National Capital Region
NDMS	National Disaster Medical System
NECC	National Emergency Coordination Center
NICT	National Incident Coordination Team
NIFC	National Interagency Fire Center
NMDS	National Disaster Medical System
NOK	next of kin
NRC	Nuclear Regulatory Commission
NRC	National Response Center
NRS	National Response System
NRT	National Response Team
NSC	National Security Council
OEMP	Office of Emergency Planning
OEP	Office of Emergency Preparedness
OSC	On-Scene Coordinator
OES	Office of Emergency Services
PHS	Public Health Service
PPE	Personal Protective Equipment
PSN	Public Switched Network
psi	pounds per square inch
Pu	Plutonium
RAP	Radiological Assistance Program
RDD	Radiological Dispersion Device
REAC/TS	Radiological Emergency Assistance Center/Training Site
RECC	Regional Emergency Communications Center
REM	Roentgen Equivalent Man
REOC	Regional Emergency Operations Center
RFA	Request for Assistance
RICT	Regional Incident Coordination Team
ROC	Regional Operations Center
RPM	Radiological Program Managers
RRC	Regional Response Center
RRT	Regional Response Team
RTF	Regional Task Force

SCO	State Coordinating Officer
SIOC	Strategic Information and Operations Center
SITREP	Situation Report
TERMM	Transportable Emergency Response Monitoring Module
TEU	Technical Escort Unit
TSP	Telecommunications Service Priority
U	Uranium
US&R	Urban Search and Rescue
USCG	United States Coast Guard
uCi/m2	microcuries per square meter
VA	Department of Veterans Affairs
VANTS	VA National Telecommunications System

DEFINITIONS

Access – Close physical proximity to a radiological agent, container or munitions, under circumstances that could provide an opportunity to acquire, release, tamper with, damage, or come in direct contact with the chemical agent.

Consequence Management (C^OM) – Involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses, and individuals.

Contamination – The deposit and/or absorption of radiological agents on and by structures, personnel, or objects.

Crisis Management (C^RM) – Involves measures to resolve the hostile situation, investigate, and prepare a criminal case for prosecution under federal law.

Decontamination – The process of decreasing the amount of radiological agent on any person, object, or area by absorbing, destroying, ventilating, or removing radiological agents.

Marshaling Area – An area used to store resources when the capability to provide transportation directly from the point of origin to the Mobilization Center into the affected area is restricted.

Radiological Event Site – The geographical location of the radiological event.

Staging Area – The facility at the local jurisdictional level near the disaster site where personnel and equipment are assembled for immediate deployment to an operational site within the disaster area (local or State control AKA final staging area).

RESOURCES

Centers for Disease Control Contact:

Emergency Response Coordination Group
4770 Buford Highway
Atlanta, GA 30341-3724
Phone: (770) 488-7100 – 24-hour phone line
Fax: (770) 488-7107

Weapons of Mass Destruction – Evaluation Form

Federal Emergency Management Agency
Emergency Management Institute

Directions: Your comments are an integral part of course design. Please assess the effectiveness of this training activity by answering the following questions.

Name _____
Title/Position _____
Agency/Organization _____
Jurisdiction (City, County, State) _____
Date of Course _____

1. Scenario Used
   (check one – if multiple scenarios are conducted, complete a separate evaluation form for each)

   ☐ Biological – Anthrax (persistent biological agent)

   ☐ Chemical – Sarin (non-persistent nerve agent)

   ☐ Chemical – VX (persistent nerve agent)

   ☐ Nuclear (improvised nuclear device)

   ☐ Radiological (radiological dispersion device)

2. What was the timeframe used for conducting the course?

   ☐ One day

   ☐ Three days

   ☐ Other: _____

3. Based on the facilitated discussion and action-planning session(s), identify the functional areas in your jurisdiction that require further planning, training or resources in emergency management and response with regard to a terrorist incident involving weapons of mass destruction. (Check all that apply.)

Planning	Training	Resources	
☐	☐	☐	Emergency Management Infrastructure
☐	☐	☐	Elected/Appointed Officials
☐	☐	☐	Fire Department
☐	☐	☐	Emergency Medical Services
☐	☐	☐	Law Enforcement
☐	☐	☐	Hazardous Materials Team
☐	☐	☐	Public Works
☐	☐	☐	Transportation
☐	☐	☐	Public Health and Safety
☐	☐	☐	Volunteer Organizations
☐	☐	☐	Neighboring Jurisdictions (mutual support)
☐	☐	☐	State Agencies within Jurisdiction
☐	☐	☐	Regional Federal Agencies
☐	☐	☐	Military Representatives within Jurisdiction
☐	☐	☐	Other (describe):

_____

_____

_____

_____

4. Based on the action-planning session, list the top three priorities for follow-up. Include the following information: the action and or task, what agency is responsible, point of contact, and the timeframe within which this action should be completed.

Item	Action	Responsible Agency	Point of Contact	Timeframe
1				
2				
3				

5. Having completed this course, do you have a better understanding of how to manage and respond to a WMD terrorism situation such as that described in the scenario? Why or why not?

_____

_____

_____

_____

_____

_____

_____

_____

6. Rate the following with regard to the course materials:

Rank the following according to this scale:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Content					
Was clear and well organized	5	4	3	2	1
Was relevant to course objectives	5	4	3	2	1
Activities were useful	5	4	3	2	1
Was technically accurate and current	5	4	3	2	1
The length of the course was appropriate	5	4	3	2	1
Course Materials					
Were well organized	5	4	3	2	1
Were helpful	5	4	3	2	1
Visuals were effective	5	4	3	2	1
Activities were challenging	5	4	3	2	1
Will be used in the field	5	4	3	2	1

7. How could the course be improved?

8. What were the strengths and weaknesses of the course?

Weapons of Mass Destruction

Chemical — Sarin Scenario

FEDERAL EMERGENCY MANAGEMENT AGENCY
EMERGENCY MANAGEMENT INSTITUTE

Acknowledgement

This exercise was developed by the Emergency Management Institute (EMI) in partnership with the Exercise Division of the Preparedness, Training and Exercises Directorate (PT&E).

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Section 1 – Overview of the Course

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Overview of the Course

Introduction

The President of the United States has, through the issuance of Presidential Decision Directive 39 (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local government's efforts to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a series of courses, consisting of three sessions, which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your jurisdiction's needs. This course involves a chemical terrorism incident.

Purpose

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, chemical terrorism.

Rationale

Protecting the citizens in a jurisdiction is the primary responsibility of local government officials. The ability to fulfill this responsibility depends on the skills and abilities of local governments to apply their emergency management concept of operations in a timely and proficient manner when a WMD incident occurs.

Objectives

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans, policies, procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional disaster and emergency management staff.
- Determine the adequacy of the jurisdiction's *resources* (e.g., personnel, material, and personal protective and other equipment) for response to and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

Prerequisites for the Course

The course is designed with the following assumptions about participation:

1. The city or county conducting the course has an emergency operations plan (EOP) and standard operation procedures (SOPs).
2. The participants know and understand their roles and responsibilities, as defined by their EOP, are trained in their areas of expertise, and know their jurisdiction.

Target Audience

The following is a list of recommended participants, but it is not all-inclusive.

Recommended Audience for the Course	
Core Recommended Audience • Chief Elected/Appointed Official • Fire Chief • Sheriff, Police Chief • Director, Emergency Services • Director, Public Works • Director, Public Health and Safety • Public Information Officer • Chief Financial Officer • Legal Counsel • Chief Medical Examiner/Coroner • Communications Director **Other Potential Participants** • Transportation Authority (Port Authority, Airport Authority, and/or Area Transportation Authority, etc.)* • Evacuation Coordinator* • Mass Care Coordinator* • Resource Manager	• Chief, Animal Care and Control Agency • Warning Coordinator • Coordinator of Volunteer Organizations • Director, Emergency Medical Service (EMS) • Director, Hazardous Materials Team (HMT)* • State and/or federal Representatives, as appropriate* • Area Military Representatives* • National Guard Representative • Department of Energy (DOE) Representative • Federal Bureau of Investigations (FBI) Representative* • Public Health Service Representative • Centers for Disease Control (CDC) Representative • Environmental Protection Agency (EPA) Representative • U.S. Coast Guard (USCG) Representative • Representatives of neighboring jurisdictions

* The target audience with an asterisk must be invited (if they are available).

Categories of Participants

The course has three categories of participants:

- ***Instructor(s)*** – the person or persons responsible for organizing the course, providing information to the participants before, during, and after the course, and conducting the actual course. The instructor should be skilled in facilitating meetings and have a general understanding of response requirements for WMD incidents. A skilled instructor who is knowledgeable of both the jurisdiction and WMD terrorism related issues would be ideally suited.

  The instructor must have the full support of the jurisdiction's chief administrative officer and be authorized to ask assistance from staff members in preparing for the course.

- ***Participants*** – those carrying out the prescribed course tasks. The participants should include 10 to 15 local government senior staff members. Members of local political bodies and citizen organizations may also be invited to participate at the discretion of the jurisdiction.

- ***Observers*** – persons invited to learn from the course by watching or provide additional resources or advice. Allowing non-participants to observe the course is an effective way to spread the benefit; however, it is optional. The instructor and the participating jurisdiction would make the decision. Observers could be other staff members from participating departments, staff members from non-participating departments, elected or appointed local officials, and jurisdictional representatives. Staff members from other nearby jurisdictions might also be invited. By including observers, a jurisdiction would be increasing the impact of the course as a learning tool.

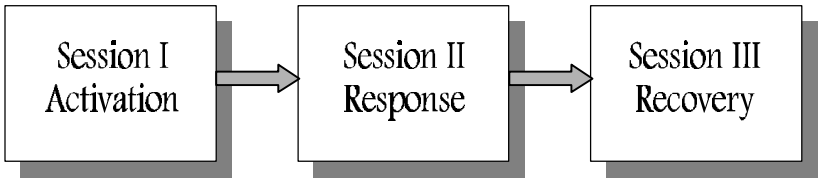
Overview of the Course

Experience demonstrates that preparing in advance improves performance when disaster strikes. This course provides you with an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically chemical terrorism, so that you can take actions now to be better prepared should a real event occur.

This course simplifies, orders, and rationalizes events during a period of time characterized by incredible confusion and complexity, pressure to do everything at once, and intense emotions. However, each session does cover key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.

The course scenarios are not designed to reflect your jurisdiction's political context, though you should consider how major political issues influence your actions and decisions. This course does not cover the technical details of responding to a terrorist incident involving chemicals. Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover. A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course, mainly because it would take too long to adequately explain them. However, a list of resource materials that you can obtain for additional information is provided.

The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



Length and Schedule for the Course

This course is designed for completion over a three-day period, one-half day for each session, though it offers flexibility to jurisdictions. The following is a suggested content outline.

Content Outline
Day One (four to six hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Role of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Purpose of the Session
Objectives of the Session • Instructions • Scenario Background Information
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Day Two (four to six hours)
Session II: Response to the WMD Incident (Sarin)
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Action-Planning Session Wrap Up
Day Three (four to six hours)
Session III: Recovery from Chemical Terrorism Incident
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Wrap Up
Course Action-Planning Session
Summary and Conclusion

One-Day Plan

Jurisdictions have the option of conducting this course in a single day lasting between eight and ten hours. This option sacrifices much of the detailed validation and/or assessment of current plans and procedures and is not recommended. If this option is selected, the following is a suggested content outline for the course and includes a working level.

Content Outline
Single Day (eight to 10 hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Roles of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up

Session II: Response to the WMD Incident (Sarin)
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up
Session III: Recovery from Chemical Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Wrap Up of Scenario Discussions
Action-Planning Session
Summary and Conclusion

Section 2 – Conducting the Course

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Conducting the Course

Guidelines for Facilitating the Course

Instructor's Role

The key to an effective delivery is the instructor. The primary role of the instructor is as a facilitator, not as the fountain of all wisdom and the source of all knowledge. The goal is group discussion and participation.

Knowledge

To be effective, an instructor should be prepared with the following:

- An understanding of the course subject matter and the community
- A thorough understanding of emergency management and WMD issues
- Experience in developing, conducting, and participating in similar courses

Presentation Skills

Instruction is often identified with stand-up lectures. However, in this course the skills are learned through facilitation, rather than presentation. For this reason, "presentation skills," take on a greater dimension. These skills can include any of the facilitator skills.

Set the Stage

- Establish a relaxed atmosphere
- State purpose and objectives
- Explain ground rules
- Present the narrative

Leading a Discussion

A discussion format is effective when class members have experience in emergency management. Draw from the participants and be prepared to add examples and explanations from your experience. You will discover that many of the participants will have a wealth of experience, which is a learning source for other participants. Discussions will also reveal knowledge and experience gaps.

The success of a discussion can be measured by how closely two criteria are met:

- Participants' understanding of the concepts, and
- Active participation

Following these general guidelines will increase the success of the discussion:

- Ask open-ended questions
- Push past simplistic solutions and encourage thinking "out of the box."
- Record issues/comments
- Add examples and discussions from your own experience
- Model good listening and response skills

Using Questions Skillfully

A good discussion often grows out of good questioning techniques. The following are some tips:

- Spread your questions around the group
- To ensure that everybody thinks about a question, first direct your question to the whole group and then wait a minute before directing it to an individual.
- Ask challenging or stimulating questions
- Ask open-ended questions

Training Methods

This course is performance-based. The emphasis is less on telling and more on assisting participants to do. The assumption is that participants come with knowledge and experience from which they can draw. To make this course as practical as possible, relate the concepts to participant experiences and problems. Your role as an instructor is to help them apply their experience and knowledge.

Creativity and flexibility are key words in this course. The course requires adaptation to individual needs.

The following is a partial list of requirements to ensure the success of the course:

- Remember to mail the participant checklist to the participants three weeks prior to the class.
- Circulate the class roster and have the participants sign-in.
- To be successful, this course requires a minimum of two instructors.
- The lead instructor must be well versed with emergency management issues and know the jurisdiction and its issues well.
- The secondary instructor must be knowledgeable and well versed in WMD issues.

Responsibilities

Lead Instructor

Must have a deep understanding of the course content and must assume primary responsibility for:

- Modifying the course to meet the unique needs of the jurisdiction
- Serving as the lead facilitator
- Managing and organizing the course
- Maintaining an appropriate pace

Secondary Instructor

The secondary instructor serves as an additional trainer with a firm knowledge of WMD terrorism. The responsibilities include

- Facilitation
- Facility arrangement
- Arranging for special course needs: audio visual equipment and materials, flip charts, newsprint, markers
- Dealing with special needs of participants

Guidelines for Delivery of the Course

1. For participants, select high-level staff persons from 10 to 15 departments to form a small working group in which each participant can interact freely with all others. Invite additional staff members to observe. Refer to the table of suggested participants for guidance (in Section 1).
2. The success of the course depends on total concentration of all participants throughout the course. If possible, arrange to conduct the course away from the normal work place to reduce chances for interruption.
3. Find a room that will display computer-generated presentations, if you are using Powerpoint slides. The room should be equipped with an overhead projector and screen if you are using overheads.
4. The room should contain a large table that will accommodate 10 to 15 individuals and the resource materials such as the map. The walls should allow for taping of flipcharts or pushpins.
5. Let participants know that they must be on time for the course and that they should not have any interruptions due to phone calls or urgent meetings. (Responses to actual disasters or emergencies will, of course, take precedence over course activities.)

Guidelines for Conducting the Sessions

The following are general guidelines for conducting each session during the course; specific guidance is provided in the instructor's introduction to each session.

- The sessions are in rough chronological order, but in reality, many activities would be occurring simultaneously.
- Each scenario is a realistic depiction of a WMD chemical incident and is designed to accurately stress local response capabilities for the purpose of determining the strengths and weaknesses in the jurisdiction's preparedness program.
- The participants examine a single scenario in three distinct sessions, each examining a different phase of the scenario.
- The instructor introduces each session by highlighting the details.
- Following the introduction by the instructor, each participant reviews the sessions from the point of view of his/her role and responsibilities in the preparation for, management of, and response to the WMD incident.
- Following the review of the information presented in each session, the participants participate in a facilitated discussion to explore the strengths and weaknesses of their plans, procedures, policies, training, and resources.
- All the tasks can be accomplished using the local emergency operations plan, emergency action checklists, and knowledge of local policies and procedures, as indicated.
- At the conclusion of each session, the instructor will debrief participants. The instructor will ask participants to evaluate their jurisdiction's emergency procedures and list positive and negative points. From this list, participants will have materials to enhance their emergency operations plans and action plans.

Course Materials

To conduct the course, you will need to assemble some readily available supplies and standard local documents. Use the following checklists to prepare course materials.

Instructor Workplan

An important aspect of facilitating this course is taking the time to ensure that you are adequately prepared for each phase of the course: before, during, and after. The instructor checklists include specific timelines for completion of tasks. It is strongly recommended that you adhere to these guidelines. You will find instructor checklists at the end of this section.

Participant Checklists

The Participant Checklists should be sent to participants prior to the course. They are included following the instructor workplan. A Participant Roster is included so that you may record attendance.

Course Material Requirements

Exercise: Use the following checklist in preparing for the course.

Training Facilities

- ❑ A meeting room large enough to accommodate participants
- ❑ A table large enough to comfortably seat the invited participants
- ❑ Tables for supplies
- ❑ Extra seating for guests or observers
- ❑ Refreshment table (optional)

Materials and Supplies

- ❑ Instructor Guide and Student Manual developed
- ❑ Copies of all participants' materials, one per person – except where noted. Have a few extras of all materials just in case visitors or participants are added to the course at the last minute. (Refer to the Training Materials Checklist)
- ❑ Copies of all the overheads to be used in the program, arranged in order of use

Equipment and Supplies

- ❑ Overhead projector
- ❑ Computer and screen display equipment (if using Powerpoint slides)
- ❑ Projection Screen
- ❑ Two flipcharts, easels and paper
- ❑ Felt-tipped markers
- ❑ Several rolls of masking tape
- ❑ Name tents
- ❑ Pens, pencils, and writing pads for participants

Documents

- ❑ Jurisdiction's Emergency Operations Plan
- ❑ Standard Operating Procedures
- ❑ Zoning maps
- ❑ Base Maps*

*One or more copies of a base map of the jurisdiction are essential. The map should be the largest scale (most detailed) available that can fit in the room that is to be used for the course. It should show major properties, highways and streets, major facilities, and if available, parcel boundaries. If the jurisdiction is geographically large, a table-top-sized map probably will not show individual parcels. You may want to include pocket-sized maps of the transit system for each participant's use.

Instructor Workplan

Before (six weeks)

Design Phase

Note: Customize the course as appropriate. For example, if there is no transit system in the jurisdiction, adjust the scenario accordingly.

Week One – _____

- ❑ Review objectives of course.
- ❑ Identify and coordinate with local jurisdiction and State points of contact to establish liason.
- ❑ Determine composition of scenario development and conduct teams and assign responsibilities.
- ❑ Identify special local issues for discussion, if any exist. (Example: if responders from different agencies or departments do not have compatible communication systems, include the topic in the facilitated discussion.)
- ❑ Determine format and method of assessment to be used; e.g., report, presentation, etc.
- ❑ Develop detailed milestones for completion; i.e., enter dates on this workplan.

Development Phase

Week Two – _____

- ❑ Review instructor materials and research scenario specific information.
- ❑ Coordinate with local jurisdiction and/or State points of contact to receive copies of local plans, maps, procedures, etc.
- ❑ Coordinate with local point of contact to finalize the date, time, and location of WMD course.
- ❑ Confirm target audience (participants) for course and issue invitations/notifications.

Week Three – _____

- ❑ Review local information and materials, such as EOP, SOPs, maps, etc. (If there are glaring omissions in the EOP or SOPs, be prepared to include the topics in the facilitated discussion.)
- ❑ Develop list of site/location specific information necessary to complete the scenario.
- ❑ Draft agenda for course.
- ❑ Begin content development/scenario revision.
  - – Look for items that appear in *italicized brackets [ ]* within the scenario – these items should be changed so as to be site-specific.
- ❑ Coordinate with State training officer to develop a graphic depiction of the scenario if possible.
- ❑ Send a letter specifying prerequisites for the course, the agenda and draft, and *Participants' Checklist: Before the Course* (included at end of this section).

Instructor Workplan
Before (six weeks)

Week Four – _____

- ❑ Complete and review first draft of scenario.
- ❑ Review scenario based on team components/participants.
- ❑ Determine what additional facilitation aids will be required and begin development of materials.

Week Five – _____

- ❑ Finalize scenario.
- ❑ Review participant and instructor materials.
- ❑ Confirm number of participants and arrange for duplication/production of participant materials – sufficient numbers of binders are needed to provide one per participant.
- ❑ Request biographic summaries on each participant.

Week Six – _____

- ❑ Final review and approval of scenario, participant and instructor materials and other materials.
- ❑ Dry run for conduct.
- ❑ Assemble scenario packages for participants and instructors. Binders should include the following:
  - Binder cover page
  - Inside cover page
  - Agenda
  - Introduction
  - Objectives
  - Ground rules and tips for participants
  - Personal needs matrix
  - Session background and scenarios (these should be sealed – cover page, scenario info – plus any graphics as deemed appropriate and obtained from State or local points of contact, and questions).
  - Action-Planning Questions
  - Action-Planning Matrices
- ❑ Review biographic summary of each participant.

Instructor Workplan
During (one week)

Conduct Phase

Week Seven – _____

Days of Conduct

- ❑ Conduct the course.
- ❑ Evaluate performance and assess training value.
- ❑ Conduct action-planning sessions and "hotwash" debriefing sessions with participants and instructors.
- ❑ Distribute and collect participant evaluation form.

Week Seven – _____

Day after Conduct

- ❑ Debrief among instructors and evaluators.
- ❑ Assess design, development, conduct, and evaluation process.

Instructor Workplan
After (three weeks)

Evaluation Phase

Week Eight – _____

- ❑ Review participant comments
- ❑ Develop outline and begin drafting evaluation for report or presentation purposes.
- ❑ Formulate recommendations for modifications to policy, program, plan or procedures.
- ❑ Incorporate results of action planning session into course report.
- ❑ Complete draft of report/presentation.

Week Nine – _____

- ❑ Review evaluation report/presentation among instructors, evaluators, and state and local points of contact.

Week Ten – _____

- ❑ Incorporate comments as appropriate and revise final version.
- ❑ Present findings to appropriate managers and personnel.

Participants' Checklist

Instructions: Please use the following checklist and mark each item as you complete the task.

Before

- ❑ Locate and review a copy of your jurisdiction's Emergency Operations Plan (EOP).
- ❑ Be knowledgeable about the following Annexes (or their equivalent) in the EOP: Direction and Control, Activation and Notification, Public Warning and Public Information, Communications, Evacuations, Sheltering, Incident Command System (if used in your jurisdiction), Resource Management, Health and Medical, and Intergovernmental and Intragovernmental Liaisons.
- ❑ Locate and review a copy of your jurisdiction's Standard Operating Procedures (SOP) for emergencies, and policies and procedures related specifically to emergencies.
- ❑ Locate and review a copy of your roles and responsibilities during an emergency.
- ❑ If possible, bring a copy of relevant SOPs, and if available, the EOP to the course.
- ❑ Determine if your jurisdiction has a WMD or Terrorism Annex (if you do, bring it to the course).

During

- ❑ Participate fully in the course activities.
- ❑ Use this time to plan how you will work with your jurisdiction to improve your capability to respond effectively to a WMD incident.
- ❑ Respect your peers' opinions.
- ❑ Listen with an open mind.
- ❑ Don't monopolize the conversations.

After

- ❑ Use Action-Planning guides, worksheets, and checklists to initiate planning actions when you're back on the job.
- ❑ Assess your progress in meeting your projected tasks and actions in three and six month intervals.
- ❑ Review your EOP and SOPs at least annually to ensure their currency.
- ❑ Complete any evaluation or after-action reports that are required by your jurisdiction.

Participant Roster

Instructor (s):

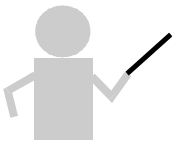
Date:

Time:

Location:

Participant Name	Department/Jurisdiction/Position
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	
13.	
14.	
15.	
OTHER ATTENDEES:	

Emergency Action and EOP Assessment Checklists



Instructor Note

Use the following checklist as a tool during the review of the local EOP.

The blank rows are provided to allow additional analysis and highlight any special innovations contained in the local EOP.

This checklist will provide you a basis for learning about the EOP, SOPs and other documents.

Provide a copy of this checklist (without your notes) to the participants during the final Action Planning Phase.

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Direction and Control			
Describes the command structure, specifying who will be in charge during emergency response operations.			
Specifies the authorities and limitations of key personnel.			
Identifies roles and responsibilities for key personnel during the initial stages of the WMD threat.			
Includes provisions for coordinating and communicating among all jurisdictions and agencies.			
Hazard Assessment			
Contains a hazard vulnerability assessment that looks into WMD incidents, including impact, risk areas, evacuation routes, response efforts, etc.			
Considers special needs for such an event, such as personal protective equipment and need for rapid response.			
References procedures for detection, monitoring, and sampling of WMD agents or materials.			
Notification and Activation			
Includes a formalized procedure for notifying key personnel through a current alert list, notification table, or cascade notification system.			
Specifies procedures for notification of key personnel of the threat.			
Includes current telephone numbers for key personnel.			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Identifies special requirements or recommended notifications to State and or federal officials when dealing with a WMD incident.			
Specifies procedures for activation of the EOC.			
Communication Systems (External and Internal)			
Specifies requirements for a backup system and monitors its implementation.			
Clearly defined reporting procedures and mechanisms for communicating across all agencies and for inter/intra jurisdictional communication.			
Warning and Emergency Public Notification			
Includes written procedures for keeping key personnel's family members apprised of the situation and the status of their immediate family.			
Policy that states how information will be communicated to the public – when it has to be relayed immediately.			
Describes sources for disseminating public information (Emergency Alert System (EAS), television stations, radio stations, cable outlets, newspapers, etc.). Source listing includes telephone numbers.			
Describes back-up sources for disseminating information (vehicle-mounted public address systems, door-to-door, etc.).			
Describes resources for disseminating information to those with language barriers or disabilities (sight, hearing, etc.).			
Supplementation of the EAS (as appropriate).			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes instructions on who should activate the emergency public information organization, notification procedures, and where personnel should report.			
Provides roles and responsibilities of the emergency management team and specifies the actions that should be taken.			
Has prewritten messages for the public in dealing with an unknown chemical hazard.			
Authorities			
Indicates who has authority to open the EOC, declare an emergency, etc.			
Includes lines of succession in case an individual is out of town or dies.			
Immediate Actions			
Includes evacuation and/or sheltering procedures and procedure for determining the appropriate protective action.			
References procedures for first response medical response, e.g., self-aid, buddy-aid, and initial treatment in a contaminated environment.			
Includes protective action implementation procedures for special populations and facilities.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Communication Systems			
Specifies methods for communicating between the EOC, field forces, control centers of emergency operations, radio/TV stations, hospitals, ambulance dispatch centers, adjacent jurisdictions and military installations, State EOC, etc.			
Has plans for augmentation of local capability by higher levels of government.			
Clearly specifies requirements for a backup telecommunications system.			
Identifies support groups for providing communications (Amateur Radio Emergency System (ARES), citizens band groups, taxi and transit companies, etc.).			
Identifies the type of equipment required for backup support and resources for obtaining it.			
Resource Management			
Describes the roles and responsibilities of those involved with resource management.			
Personnel and Equipment Resources			
Includes provisions for obtaining special protective gear and special medical supplies such as antidotes.			
Includes procedures for requesting assistance (be specific) and prioritizing needs.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Provides guidance on how the jurisdiction should deal with media convergence.			
Provides guidance on obtaining credentials for media representatives and for coordinating with law enforcement regarding access to the scene.			
Includes a resource listing of sources that can provide accurate and timely information on a chemical and the required protective actions.			
Provides guidance on how the core emergency management team staff will be augmented to handle a surge in the public's and media's demands for information.			
Authorities			
Specifies appropriate authorities as applicable to particular functions.			
Authorities specify types of emergency powers available and who has authority to enact them.			
Actions			
Includes rescue operation procedures.			
References medical facility plans or jurisdictional disaster health plan which addresses adequacy of facility and personnel, handling contaminated persons, a casualty-tracking system, handling contaminated human remains.			
Includes procedures for continuing WMD hazard assessment.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes procedures for traffic and access control.			
Includes procedures for management of field response, including emergency worker exposure control, emergency worker decontamination, security and accountability, and supply/re-supply of WMD-unique materials.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Includes provisions for keeping families notified about the status of their loved ones.			
Specifies provisions for setting up a joint information center.			
Security and Control Issues			
Includes procedures for general security and property protection issues – use of National Guard, looters and gangs, etc.			
Personnel and Equipment Resources			
Includes a resource listing (database, SOP, or attachment to SOP) that identifies resources for personnel, communications equipment, vehicles, decontamination materials, potable water.			
Specifies procedures for financial (record keeping) and legal accountability.			
Includes procedures for distributing resources (goods and services).			
Includes rules and regulations regarding emergency procurement procedures.			
Provides directions for support facilities such as staging areas, warehouse and distribution centers, and mobilization centers.			
Applicable annexes specify procedures for obtaining augmentation personnel, including evidence of credential requirements, where needed.			
Includes provisions for 24-hour operations.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes procedures for requesting mutual aid teams from neighboring jurisdictions, from State sources, such as the State Guard, and from Federal sources, such as the military, Centers for Disease Control, and the National Disaster Medical System.			
Requests assistance according to the EOP and uses proper protocol.			
Other Resources			
Includes specifications about how to manage volunteers and addresses liability issues concerning their use.			
Includes provisions for what to do with donations and how to manage them.			
Agreements			
Includes mutual aid agreements and/or intergovernmental agreements for the following: mortuary services, medical response teams, resources.			
Authorities			
Includes a reference to the Stafford Act and the authorities it conveys, including reporting structures and management of operations.			
Authorities provide for access to, use of, and reimbursement for private sector resources in an emergency, and for emergency procurement procedures.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Re-entry			
Includes procedures for certifying an area safe for evacuees to return to their homes or businesses.			
Restoration			
Includes guidance on developing a recovery/restoration plan to restore economic, political, and jurisdictional viability to areas impacted by WMD effects.			

Section 3 – Introduction to the Course

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Introduction to the Course

Purpose

The course introduction provides you with a sense of the structure of the course, what you will gain from participation, and your role in the course. This section also provides background information pertaining to WMD terrorism events.

Objectives

During this section, you will accomplish the following objectives:

1. Meet your fellow participants.
2. Become acquainted with the purpose and objectives of the course.
3. Learn expected outcomes from course participation.
4. Learn your role as a course participant.
5. Review course material requirements.
6. Learn the definition, characteristics, and risks, threats and exposure of WMD terrorism-related incidents.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Introduction to the Course
Welcome and Introduction
Review of Administrative Details
Icebreaker
Background
Overview of the Course
A. Purpose
B. Objectives
C. Expected Outcomes
D. Role of Participants
E. Course Materials
F. Growing Risks and Threats of WMD Terrorism-Related Incidents
Individual Needs Assessment

Welcome and Introduction

Welcome the participants. Give the title of the course, its length, information on breaks. Briefly introduce yourself.

Review of Administrative Details

Announce pertinent administrative details such as the location of restrooms, how to get messages, etc. Emphasize that phone calls are discouraged.

Icebreaker

It is assumed that participants are acquainted with each other. In order for you to become acquainted with the participants, have them introduce themselves. Name tents should be used to assist the facilitation process.

Background

The President of the United States has, through the issuance of Presidential Decision Directive (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local governments to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

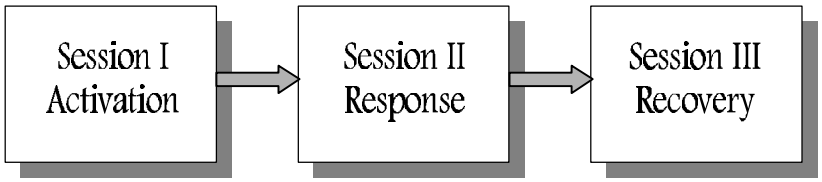
As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a course consisting of three sessions, each of which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your community's needs. This course involves a terrorist chemical incident.

Main Points:

- Through PDD-39, the President has assigned FEMA lead federal agency responsibility for consequence management of terrorism.
- FEMA must ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested.
- Priority is placed on assisting State and local governments in developing effective capabilities for reducing and managing the consequences of the terrorist use of weapons of mass destruction.
- EMI has developed three sessions designed to help analyze, discuss, and identify community needs.

Overview of the Course

- This course provides an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically chemical terrorism, so that you can take actions now to be better prepared should a real event occur.
- This course simplifies, orders, and rationalizes events during a period of time characterized by confusion and complexity, pressure to do everything at once, and intense emotions.
- Each session covers key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.
- There are several areas that this course does not address because its scope does not include these issues. These include:
  - Course scenarios are not designed to reflect your community's political context, though you should consider how political issues influence your actions and decisions
  - The course does not cover the technical details of responding to a terrorist incident involving a chemical weapon.
  - Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover.
  - A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course.
- The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



A. Purpose

Purpose

Improve local government's ability to prepare for, manage, and respond to a mass-casualty chemical terrorism incident

1

Show visual as you explain the purpose of this course.

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, chemical terrorism.

B. Objectives

Objectives

At the conclusion of this course, you should be able to:

- Exercise greater leadership in preparing for and managing response to WMD terrorism
- Analyze plans, policies, procedures, and other preparedness elements currently in place

2

Objectives (con.)

- Determine the adequacy of jurisdictional emergency management staff training
- Determine the adequacy of the jurisdiction's resources
- Identify coordination requirements among local, State, and federal governments for response to WMD incidents

3

Show visuals as you review the objectives of the course.

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans*, *policies*, *procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional emergency management staff.
- Determine the adequacy of the community's *resources* (e.g., personnel, material, and personal protective equipment) for response and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

C. Expected Outcomes

Expected Outcomes

- Action plans that identify tasks, problems, issues
- Strengths and weaknesses of EOP, SOPs, policies
- Checklist that identifies EOP areas for improvement
- List of resource requirements and shortfalls

4

Show visual as you discuss the expected outcomes of the course.

At the end of this course you should have the following information to take back to your office and agency to begin the planning required for a successful response effort:

- Action plans that identify specific tasks, problems, and issues that need attention;
- Strengths and weaknesses of your existing EOP, SOPs, and policies;
- A checklist that identifies the areas of your EOP that require updating or more information; and
- List resource requirements and shortfalls.

This course is not a success unless you go back to your office and follow-through. These tools are designed to put you on the right track.

D. Role of Participants

Role of Participants

- Participate fully
- Assume your normal responsibilities and duties that you perform in an emergency
- Be open-minded and flexible
- Be proactive in your actions
- Suspend judgment

5

Show visual as you review the role of the participants.

You have the following role in these activities.

- Participate fully.
- Assume your normal responsibilities and duties that you perform in an emergency.
- Be open-minded and flexible.
- Be proactive in your actions.
- Suspend judgment.

E. Course Materials

Course Materials

The student manual contains:
- instructions
- scenario information
- checklists
- references
- glossary

6

Show visual as you go over the course materials requirements.

The student manual is your primary source of information. It is designed as a workbook to use during the course. It includes all the instructions, scenario information, worksheets, references, and glossary. You are encouraged to follow along and take notes.

F. Growing Risks and Threats of WMD Terrorism-Related Incidents

Definition of WMD Terrorism-Related Incidents

Definition

WMD Terrorism-Related Incidents:

Use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists

7

Show visual as you define the WMD terrorism-related incidents.

Definition of WMD Terrorism-Related Incidents:

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Characteristics of WMD Terrorism-Related Incidents

Characteristics

WMD Terrorism-Related Incidents:
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy and kill

8

Show visual as you talk about characteristics of WMD terrorism-related incidents.

Characteristics of WMD Terrorism-Related Incidents:

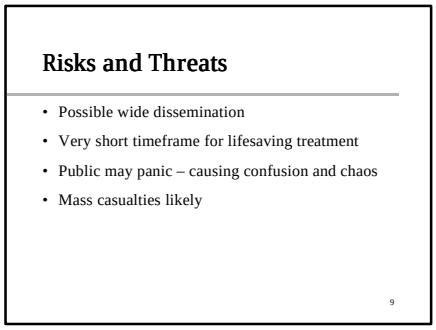
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy, and kill

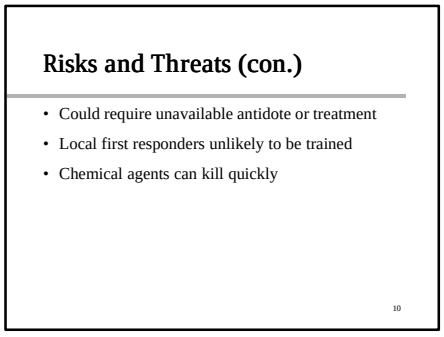
A terrorist attack can take many forms, depending on the technological means available to the public, the nature of the

political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used method of attack.

Terrorism-related incidents are designed to maim, destroy, and kill with the hope of getting extensive media coverage and instilling fear and panic in the public. These incidents often occur without warning and the agent of destruction is often unknown. This poses problems for first responders in dealing with the incident. Terrorist-related incidents become crime scenes and pose a new problem – that of preserving and collecting evidence. These incidents require rapid response time and can result in similar events occurring shortly after the first event.

Risks, Threats, and Exposure of WMD Terrorism-Related Incidents





Show visuals as you discuss the risks, threats, and exposure of WMD incidents.

Risks and Threats:

- Possible wide dissemination of effects
- Very short timeframe for lifesaving treatment
- Public will panic – causing confusion and chaos
- Mass casualties likely
- Could require unavailable antidote or treatment
- Local first responders unlikely to be trained
- Chemical agents can kill quickly

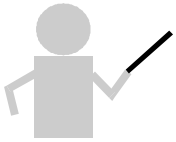
WMD incidents pose numerous threats and risks for the public, law enforcement officials, first responders, and all others affected by the incident. Because there are many unknowns involved in these events, most local emergency management systems are not equipped to handle them. In the case of chemical weapons, first responders may not recognize the agent or know its effects. Thus, they may not be adequately protected and may become victims themselves.

Some chemical agents can spread quickly through the air, ventilation systems, and vapors, thus potentially affecting a large

number of individuals. With most chemical weapons, there is a need for decontamination, which often drains resources. In other situations, an antidote or other treatment may be needed in a short timeframe (minutes), resulting in more fatalities if it is not available or in insufficient quantity.

These are just some of the risks and threats posed from WMD. Each WMD will cause different effects. This course should help you to begin thinking about the implications of such an event for your agency and jurisdiction.

Individual Needs Assessment



Instructor Note

As you begin the course, provide participants with the following worksheet (one copy for each session – if conducted over a three day period). Participants may use the sheet to record issues to be resolved or actions to be taken following this course. The worksheet is most helpful to provide needed details when the final action-planning phase begins.

Encourage participants to remove this sheet from their binders and use throughout the course as a note-taking device.

Transition to the first session: Activation and Assessment of the WMD Incident (Unknown Chemical).

Individual Needs Assessment

Instructions: Use this worksheet to record issues to be resolved or actions to be taken following this course.

Clarification Points	Planning/Procedure Needs

Training Needs	Resource Needs

Section 4 – Session I

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Session I – Day One

Notification, Activation and Assessment of the WMD Incident (Unidentified Agent)

Purpose

Purpose

- Helps you focus on the immediate concerns following a WMD incident
- Focuses on issues you will face in discovery, activation, notification and assessment

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The first session of this course provides an opportunity to focus on immediate concerns following the report of an unknown chemical WMD incident. It deals with the issues you will face during the discovery, activation, notification, and assessment phases. It addresses the jurisdiction's emergency management team and their role in managing the response activities at the incident site.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Determine adequacies of authorities for dealing with the incident
- Assess the overall validity of the jurisdiction's EOP
- Assess direction and control procedures

12

Objectives (con.)

- Assess communication systems
- Assess notification and activation procedures
- Assess warning and emergency public information procedures
- Assess procedures for hazard assessment

13

Upon completion of this session, you will be able to:

1. Determine the adequacies of authorities in dealing with the incident, including whether there are specifications for lines of succession.
2. Assess the overall validity of the jurisdiction's Emergency Operations Plan (EOP), Standard Operating Procedures (SOPs), and other documents for dealing with the incident.
3. Assess direction and control procedures.
4. Assess communication systems.
5. Assess notification and activation procedures.
6. Assess warning and emergency public information procedures.
7. Assess procedures for hazard assessment.

Objectives (con.)

- Determine the jurisdiction's capabilities for an effective response
- Improve coordination among jurisdictional emergency management elements
- Determine resource and response requirements
- Determine staffing requirements
- Other objectives defined by the jurisdiction

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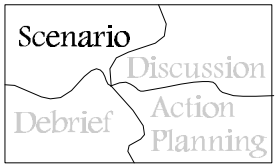
8. Determine the jurisdiction's capabilities for an effective response.
9. Improve coordination among jurisdictional emergency management elements.
10. Determine resource and response requirements.
11. Determine staffing requirements.
12. Other objectives (as developed by the jurisdiction).

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

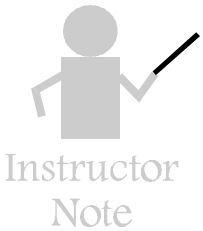
Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The WMD Event Occurs

- Lunch hour
- Hundreds collapse in local shopping mall
- Responders on the scene
- Threat telephoned in to Emergency Operations Center – nerve agent release
- Emergency rooms overwhelmed

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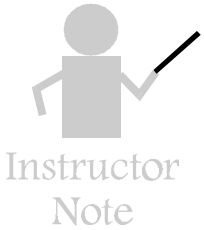
At the noon lunch hour, you're faced with a calamitous situation. You've been notified that there are reports of hundreds of people collapsing at a local shopping mall. Reports indicate a threat of a nerve agent release and the emergency rooms are overwhelmed. With a situation like this, you've got a lot of issues to attend to. Do you know where to start and what to do?

Scene I – The WMD Event Occurs

- Lunch-hour activities
- Hundreds of people collapsing at local shopping mall
- Responders on the scene
- Telephoned threat at Emergency Operations Center (EOC) – nerve agent released
- Emergency rooms overwhelmed



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This chemical WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a chemical terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

Instructor's Background Information on the Incident

This chemical WMD terrorism scenario portrays an incident that local response groups and agencies can use to evaluate their coordination and response capabilities. They may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a chemical terrorism incident and does not represent an actual event.

This scenario takes place in *[name of city], [name of State]. [A brief description of the location of the chemical incident, the shopping mall located within the jurisdiction participating in this activity. If the mall is named, use the proper name and highlight some of the major tenants. The mall selected, if more than one is available, should be the one closest to the center of town or major traffic arteries. The description should also include information on the number of shoppers found at the mall on an average day.]*

In this scenario, a terrorist group has obtained eight gallons of Sarin nerve agent (GB), and puts this liquid nerve agent into four two-gallon pressurized metal containers with aerosol release valves. The mall ventilation system carries the agent throughout the mall and to surrounding parking lots where it will not survive for very long. The release has the potential to affect everyone within the mall and a large number of people in the surrounding area.

The effects of a Sarin release of this form (aerosol) are instantaneous. These include blurred vision, breathing difficulty, gastrointestinal distress, skeletal muscle paralysis, seizures, loss of consciousness, and death.*

The four Sarin containers are placed inside open-top trashcans inside the mall. These are simultaneously released during the height of the lunch hour when the mall experiences its peak daily occupancy. The terrorists placed the canisters in the outer perimeter hallways of the first floor of the mall, effectively blocking ground level entrances. The release disperses the Sarin contained in each canister into the atmosphere, directly contaminating many people.

In this scenario, it should be apparent that a nerve agent is involved. However, responders cannot identify the type of agent released. Thus, for the purposes of our scenario, consider decontamination aspects. The medics responding to the scene have OSHA training and should recognize some of the symptoms. If not, the sequence of events and the massive number of casualties should indicate that a gaseous release occurred.

Vehicular access to the incident site (the mall) is complicated by the fact that the release spawns general panic leading to spontaneous evacuation of the surrounding area. Responders should know their limitations. Moreover, unaware of the presence of gas upon arrival, many of the first responders are exposed to the Sarin.

At some point, it should be obvious that the casualties require decontamination before allowing treatment by unprotected medical personnel or before allowing casualties to depart the area. Furthermore, casual exposure to the nerve agent increases the number of casualties. In the case of Sarin (a non-persistent agent) this is **NOT** be a major issue; however, it must be seriously considered. Persons exposed to very small amounts of the

Instructor's Background Information on the Incident

nerve agent show limited symptoms, and can be successfully treated if the symptoms are noted in time and the proper antidotes (especially atropine) are available. One should expect, however, countless individuals exhibiting symptoms based on stress and hysteria, rather than actual exposure.

It should be easy to determine that this is a terrorist incident. As such, the FBI must be notified. The instructor should explore how this notification will take place. This also raises many "command and control" issues that will be explored further in Session II.

**Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the treatment of nerve agents was gathered from a variety of sources. For additional technical background on sarin and other nerve agents the following references are suggested:*

- *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;
- *Medical Chemical and Biological Defense – Chemical* web site at http://mrmc-www.army.mil/chemdef.html, Department of the Army;
- *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996; and
- *Treatment of Chemical Agent Casualties and Conventional Military Chemical Injuries NATO FM 8-285* web site at http://www.nbc-med.org/fm8_285/about.htm, Departments of the Army, the Navy, and the Air Force, and Commandant, Marine Corps.

Scene I: The WMD Event Occurs

[Location of incident scenario – city, State], [date of exercise/incident scenario – day of week, date]. The weather forecast predicts *[insert scenario weather forecast within the normal range for the date of the exercise – include temperature range, amount of cloud cover, wind speed and direction, and – if possible set up as a calm, cool, overcast day]*. At midday it is *[temperature within forecasted range]*.

At 12:15 p.m. (1215), the *[name of mall at location of incident]* is filled with lunch-hour shoppers and the surrounding parking areas are congested with higher than normal traffic.

At 12:30 p.m. (1230), a 911 dispatcher receives a call from the *[name of mall]* security manager *[name of security manager]*. He *[She]* reports hundreds of customers inside the mall are gasping for air and convulsing. Hundreds more are collapsing. He *[She]* is evacuating the mall and needs help. First responders are immediately dispatched to the scene. Within minutes, other callers report seeing people collapsed outside the *[name of mall at location of incident]*.

After dispatching emergency units to the site, the 911 center notifies the Municipal Switchboard. Reports of casualties at the mall follow. Fire and police squads and Medical Emergency Units arrive on site and initiate emergency response operations. *[Chief Executive Official's title and name, e.g., Mayor John Smith of Central City]* is notified that a crisis of potentially major proportions is unfolding. Currently, major highways and access roads are congested with heavier than normal traffic and scattered traffic accidents in the immediate area caused by individuals fleeing the mall after seeing people collapse, making the response more difficult.

People inside the mall and in the parking lots near the building exits and vents appear to have been exposed to an unidentified substance and are convulsing and asphyxiating. Some are shaking uncontrollably and sweating profusely. Many appear dead and others who are severely incapacitated require immediate medical assistance. Victims are transported to area hospitals.

Many first responders at the response site exhibit similar symptoms and need immediate medical attention. *[If local protocol includes procedures for recognizing WMD terrorism incidents and restrict entrance for rescue purposes, then limit the number of affected responders to "some" – it is not unreasonable for personnel that normally risk their lives to save others to attempt a "near" rescue during an emergency response.]* Residential areas in the surrounding areas appear unaffected.

At 1:45 p.m. (1345) the State Emergency Operations Center (EOC) in *[location of State EOC]* is activated. At 2:15 p.m. (1415), a representative from *[local television news]* contacts city officials to report that an unidentified caller claims to have released a nerve agent at *[name of the mall]* this afternoon as the first part of a coordinated terrorist attack against *[incident location]*. The television station goes live with the story moments later.

By 3:30 p.m. (1530), the emergency rooms at *[names of all medical centers, hospitals, or major trauma facilities]* report that some of their personnel exhibit the same symptoms as patients from the mall. *[Name of second largest medical center or hospital in the area]* reports that its emergency room (ER) is operating at full capacity, they have activated their

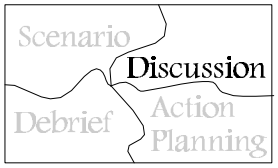
Scene I: The WMD Event Occurs

mass casualty disaster plan, and they are unable to care for additional victims. Designated trauma centers request technical information regarding the agent used in the terrorist attack. Medical collection points are established around *[at least two named locations located a minimum of two blocks upwind from the mall]*. *[Name of largest medical center or hospital in the area]* reports that tissue and blood samples from several of the victims were packaged as extreme biohazards. The samples were sent to the *[appropriate advanced forensics, academic, or hazardous materials (HAZMAT) laboratory in the area or region – it should be within a couple of hours if possible]* by special courier.

National television broadcasts, linking with local affiliates, show live pictures of the incapacitated and the dead being removed from the mall. Reporters request information regarding the city's response to and preparedness for this type of incident. A major cable news network requests an interview with a representative from the city.

Residents within two miles of the affected mall spontaneously evacuate their homes, frightened by the images on television. Traffic bottlenecks form on all major city transportation arteries, including *[name of one or two major transportation arteries normally used during emergency response]*, further complicating response activities. The combination of spontaneous evacuees and above-normal traffic result in virtual gridlock throughout the area.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

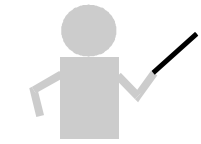
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Notification and Activation; Communications; Warning and Emergency Public Information; Hazard Assessment; and Management of Field Response.

QUESTIONS – Scene I

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **How will you learn of this WMD incident? What internal and external notifications should you make? Are you satisfied that the current notification process is timely and adequate?**

   - *Each jurisdiction and agency should have notification procedures outlined in their emergency operations plan (EOP). The EOP review completed by the facilitator during the development portion of this activity should provide adequate detail to support facilitated discussion. The following provides general guidance:*

     – *In many jurisdictions, the 911 dispatcher serves as the hub of the notification system and provides agency and/or individual notification.*

     – *In most jurisdictions, the Police and Fire Departments have excellent internal notification systems; however, other agencies participating may not. Check this during the EOP review. During the discussion explore if or how the Police and Fire Departments could assist other agencies.*

     – *Walk participants through each step of the notification/activation process. Let them estimate their estimated time of arrival (ETA) and where they will be reporting. Do they anticipate any traffic, transportation, or communication delays that could significantly affect response? Is there a system in place to facilitate notification when individuals are out of the office at lunch or at a meeting? How would the lower staffing normally associated with the lunch hour affect the notification process?*

Additional Questions:

Does your jurisdiction have a policy that prevents full activation of the emergency management system when it is not needed?

- *The screening process should be defined in local EOPs and often relies on the local Office of Emergency Management or the Emergency Operations Center (EOC) (if staffed 24-hours-a-day) to serve as the decision-maker.*

Who handles State and federal notifications?

- *The responsibility for State and federal notifications should be clearly defined in the local plan. For an incident of this magnitude, the NRC should be notified.*

If this WMD incident occurs, how long will it take responders to arrive on the scene? How long will it be before an incident command (or other management) structure is established?

- *Each agency present should provide estimates, try to reach a consensus on the overall response time.*
- *Explore with the participants when or what staffing level constitutes a management structure that is operational.*

2. **Do you and your agency have a clearly defined role during the response to and management of such a WMD incident? Does your EOP address such an incident?**

- *The EOP concept of operations should define the role of each agency within the jurisdiction. Each agency or activity within a jurisdiction should have its own plan, preferably in the form of an annex (or other attachment) to the local EOP. Each agency represented should discuss their role in general terms. Capture each role briefly; pay close attention to overlaps and apparent needless duplications.*

3. **What kind of training have your jurisdiction's responders received on WMD terrorism? What kind of training have you received?**

- *The kind and amount of training that responders and participants receive on WMD terrorism varies nationwide.*
- *Revisit the group's training needs during each action-planning session.*

Additional Questions:

Is qualified staff within your agency certified in accordance with the Occupational Safety and Health Administration (OSHA)? What types of additional training are necessary and practicable to permit a safe and adequate response to a nerve agent incident?

- *Allow each agency to discuss their training procedures.*
- *Determine whether the agencies feel the need to have someone on their staff who is trained for a nerve agent incident.*

4. **How will identification of the presence of hazardous materials occur? How will confirmation of the type of chemical hazard occur?**

- *The EOP review should provide details on how the hazardous materials (HAZMAT) team identifies "unknown agents" because it is unlikely the local team could readily identify GB. There should be supporting laboratories in the area that have been pre-identified and have agreed to support jurisdictional emergency response operations. Additional information is provided:*

  – *M-1 Chemical Agent Detector Paper and the M256 Chemical Agent Detector Kit can both identify the presence of nerve agents. Both are commonly used by military units; however, most fire departments and HAZMAT units are not equipped with this technology and must be cautious when using it. Query the group to see if they know how to obtain the materials. The M256 kit is more effective for identifying GB because it is designed to primarily detect vapor hazards.*

  – *The hazardous materials team (HMT) should carry mine safety association (MSA) detector tubes or similar systems that will capture a sample of the air, but will NOT make a positive identification of the presence of a nerve agent.*

Additional Questions:

Will responders and/or HAZMAT units recognize the symptoms associated with nerve agents? Will responders conduct air testing before responding?

- *The answers to these questions should be indicated through the EOP review and the discussion associated with question three. Here, issues such as response, citizen protection and rescue vs. self-preservation and maintenance of response capability should be addressed (i.e., responders should not be used as detectors or allowed to become victims).*

5. **What protective equipment will responders take to an incident scene based on the information available initially? Will this equipment be sufficient for response to this chemical terrorist incident?**

- *A review of the EOP, completed during the development phase of this activity, should provide an indication of the types of equipment available in this jurisdiction. Following is a general guideline:*

- *Most HAZMAT teams have the ability to respond to a maximum of two different emergency sites simultaneously. Beyond that, responders will be equipped only with standard emergency response gear, which does NOT constitute adequate protective equipment. In this scenario, while only involving one site, the extent of the impact will likely overwhelm the local protective resources.*

Additional Questions:

Will your jurisdiction's responders know how to protect themselves in this incident?

- *Each agency should describe what trained personnel are available to respond to a chemical release. Response personnel should possess expertise in general HAZMAT and radiological incidents. The actual readiness of responders will be determined during the EOP review.*
- *The qualifications of response personnel will likely be in standard HAZMAT response. Most plans address HAZMAT more within the context of transportation of these materials than intentional releases.*

6. **What information, equipment and actions are required by your jurisdiction to conduct the initial assessment of the incident? How do you anticipate information to be distributed among responders?**

- *Include the following items in your discussion:*
  - *A method to determine the identity of the agent,*
  - *A method to determine the extent or area of contamination,*
  - *A method to determine the decontamination requirements, and*
  - *Others as reflected in the reference material provided at the end of this manual and developed during the review of the EOP.*

7. **What immediate protective action decisions should the jurisdiction make? How will they be implemented?**

- *Protective action decision making is a critical issue and the participants should be allowed sufficient time to discuss the ramifications of their decision. The whole issue of evacuation vs. sheltering should be explored. The EOP should provide a framework for making such decisions. In the case of GB, because it poses a significant vapor hazard, sheltering is not an appropriate response. The immediate area, adjacent buildings, and the downwind hazard area should be evacuated.*

- *Allow participants to discuss the issues of decontamination and triage strategies.*

Additional Questions:

Should the surrounding area be evacuated in this case or will sheltering be an appropriate response?

- *See above (answer to question 7).*

Should the jurisdiction be concerned about the possibility of additional attacks?

- *This is always a possibility and the group should discuss what changes they will have to make to manage additional incidents of either a WMD terrorist event or more common emergencies (i.e., fire, auto accident, etc.).*

What medical facilities are victims/patients being sent to? What types of information should the Emergency Medical Services (EMS) units relay to the hospitals in the area to prepare them to receive potentially contaminated patients? Should any areas be quarantined?

- *These questions focus on the initial medical response. Allow the participants to discuss this topic, if they bring it up. If not initiated by the participants, these issues will be fully examined during the discussion associated with scene II.*

8. How will the incident site be secured to assure the "crime scene" is protected and no contaminated personnel or equipment leave the area? What access and egress control procedures should be implemented?

- *The EOP should provide details on contamination control procedures and crime scene protection as part of its WMD annex if it exists. The EOP review should also provide an indication of how the jurisdiction will manage these issues.*

- *Allow the group to discuss their security procedures and how these relate to their overall response strategy.*

- *Access and egress control procedures should be included in the HAZMAT portion of the local plan. Determine the group's understanding of the importance of this issue.*

9. **Is the current number of trained, qualified personnel within your jurisdiction sufficient to respond to this incident? If not, where will you seek support to bridge these deficiencies?**

- *A review of the EOP should provide an indication of the number of trained and qualified personnel.*
- *Mutual support agreements with other local and State governments should be discussed at this point.*
- *The National Strike Force and the Army Technical Escort Unit (TEU) are among the federal agencies with subject-matter expertise in this area.*

10. **Is the amount of specialized equipment in your jurisdiction sufficient to respond to this incident? Do you have options to obtain this equipment immediately if needed for an emergency response? What additional resources will you request at this point?**

- *A review of the EOP should be an excellent indicator as to the adequacy of local specialized equipment.*
- *It is likely that resources will not be sufficient. An important part of this discussion is encouraging the participants to initiate the self-assessment process. They should determine how the jurisdiction could respond to such an incident using local assets and mutual support rather than relying on federal resources.*
- *The list of equipment that should be requested is long: proper sensing or detection equipment, Level A suits certified for nerve agent environments, proper decontamination equipment, gas-tight storage containers for contaminated items, etc.*

11. **What does your jurisdiction's EOP rely on for expedited transport arrangements (e.g., commercial aviation, city/county/State supplied transport) for out-of-area support resources?**

- *The details on emergency transportation of required emergency equipment and personnel should be provided in the local EOP.*

12. **Will the city or county EOC be adequate for coordinating the response to this incident? Will a separate command center that is physically close to the incident site be required? What resources are available for outfitting this command center?**

- *This information should be extracted from the EOP. It is assumed that an Incident Command System (ICS) will be used.*

Additional Questions

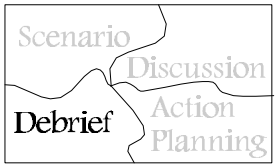
How long will it take to have an EOC activated and fully operational? What are the capabilities of the center? Are these capabilities adequate to respond to an incident of the magnitude presented here?

- *In this scenario, the command post should be at the local EOC, so the answer will depend on how long it will take to activate the EOC and staff it appropriately and if the local EOC is in the affected area. If so, the use of an alternate site should be discussed.*

- *The capabilities of the local EOC and alternate EOC should be apparent from the plan review.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following two scenes, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

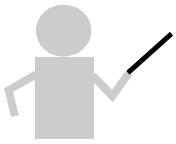


Purpose

This activity is designed to review the key concepts covered during the early stages of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



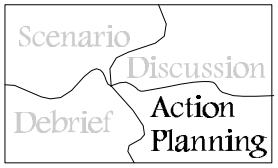
Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Notification is the trigger for this incident – the report of the incident by some source.	
The initial response time for such incidents could be very short – minutes – not hours.	
Emphasis is on isolating the site, protecting it, and controlling it (i.e., sizing up the situation).	
Responders must use extreme caution when dealing with an incident that involves chemical agents. What injured/killed the victims can do the same to the responders. In addition, contaminated patients can contaminate the entire room. Specially trained and equipped HAZMAT teams should be called in to provide expertise and equipment.	
Mass casualties and loss of life due to hazardous materials are common consequences associated with chemical incidents. Additionally, the type of chemical is often not known, making the treatment of victims and selection of protective suits difficult.	
A critical consideration for all emergency responders when dealing with a chemical attack is recognizing that the proximity of a potential target is not the only threat. The chemical agents must be produced, packaged, and delivered to the intended place of use, broadening the area of potential contamination.	
The effective management of a criminal incident requires the coordination, participation, and support of agencies that have functional responsibilities (e.g., firefighters, police, emergency medical services (EMS), jurisdictional responsibilities (e.g. local, State, and federal governments), or both.	
Managing a criminal incident response may be conducted in two general ways: *Single command* may be applied when there is no	

Review and Action Log	
overlap of jurisdictional boundaries or when a Single Incident Commander is indicated in the EOP or local jurisdiction. *Unified command* may be used when the incident is within one jurisdiction but two or more agencies share management responsibility.	
The concept of unified command is shared responsibility among the major stakeholders for overall incident management as a result of the multifunctional or multijurisdictional incident.	
Sites of non-natural incidents must be treated as scenes to be investigated.	
Non-law enforcement responders should not touch anything that is not necessary to touch to save a life. They should take the minimum amount of actions necessary to perform their responsibilities. Non-law enforcement responders can help to identify potential witnesses and perpetrators and serve as eyewitnesses through detailed observations, written records, and when possible, photographs.	
The minimum number of people necessary to complete the task should be sent to the incident site.	
Special equipment, supplies, and personnel may be required to handle this incident	
There must be designated individuals in charge – with clearly defined roles and responsibilities	
First responders should bring the proper equipment and personal protective equipment required for the incident in accordance with SOPs in the EOP. This may include: helmets, gloves, respirators, masks, etc.	
Coordination and control are important components of managing the incident.	

Action Planning

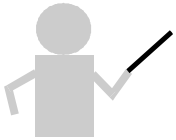


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a chemical WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning **Issue** **Action**	**Resources** **Issue** **Action**
Personal Action Steps **Issue** **Action**	**Training** **Issue** **Action**

Wrap Up

Scenario
Discussion
Wrap Up
Debrief
Action
Planning

Purpose

The wrap up should conclude the day-one session and prepare for Session II.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.

Instructor Note

Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 5 – Session II

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Session II – Day Two

Response to the WMD Incident

Purpose

Purpose

- Focuses on the period after agent identification, prior to State and federal augmentation
- Raises awareness of emergency management activities associated with Sarin
- Focuses on issues related to operational management, community protection, resources

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This session of the course focuses on the period after you have defined the hazard (Sarin) and prior to the arrival of State and federal augmentation. It is designed to help raise your awareness of emergency management activities associated with the defined hazard, i.e., Sarin. It focuses on topics primarily related to operational management, community protection, and resources.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Identify issues and concerns to be addressed during the response phase
- Identify problems and issues you are dealing with in this situation

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Objectives (con.)

- Identify the primary personnel that will be involved in handling this situation
- Establish your role during this situation

18

During this session, you will accomplish the following objectives:

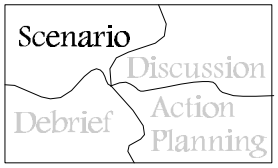
1. Identify issues and concerns that must be addressed during the response phase.
2. Identify problems and issues you are dealing with in this situation.
3. Identify the primary personnel that will be involved in handling this situation.
4. Establish your role during this time period.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

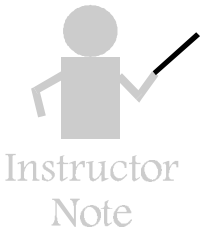
Response to the WMD Incident (Sarin)
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



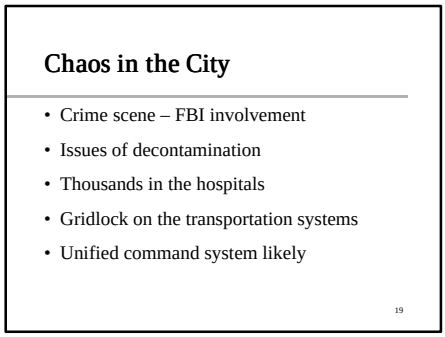
Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

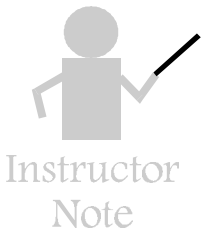
Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.



The chemical agent has tentatively been identified as Sarin, and the FBI has become involved because the incident has now become a criminal incident and a crime scene. Thousands of people have evacuated, the roads are gridlocked, and the hospitals and morgues are overwhelmed. Available supplies and decontamination are pressing issues. What are you going to do? Are you prepared to do it? Do you know what to do? These are just some of the issues that will probably concern you.

Scene II – Chaos in the City

- Crime scene – FBI involvement
- Issues of decontamination
- Thousands are in hospitals
- Gridlock on the transportation systems
- Unified command system likely



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This chemical WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a chemical terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident

The FBI attempts to establish control of the situation for Crisis Management (C^RM), i.e., criminal investigation. At the same time, the scope of the situation makes it clear there is also a federal role for Consequence Management (C^oM). The Federal Emergency Management Agency (FEMA) is the designated federal agency to manage the C^oM aspect of the incident. The students are probably not well versed in the difference between the federal definitions of C^RM and C^oM.

The presence of a nerve agent is established. Sarin is the prime suspect, although it is not confirmed by laboratory analysis. The non-persistency of Sarin means that much of the response effort takes place during the first six hours. Sarin dissipates after three or four hours in open areas, but may linger in confined spaces creating "hot spots." Because the identification of the agent is unconfirmed, responders should follow response strategies associated with persistent agents.

The highways experience tremendous gridlock, hospitals run out of medications – generally a state of havoc persists. Consider the difficulties associated with decontaminating all of the individuals involved in the deliberate and spontaneous evacuations, and those involved with the response and the consequences of failing to do so.

The large number of casualties in this scenario quickly exhausts the limited supply of medicines such as atropine. The triage referenced in the scenario is a practice where the emphasis is on saving as many as possible – which means that the individuals likely to die or requiring heroic efforts to save are lower in treatment priority than individuals who can be more expeditiously treated.*

During this session participants should recognize that federal assistance, whether wanted or not, is on the way. The local response capabilities are overwhelmed. The challenge is integrating the local response with federal and State interests. The criminal investigation, coordinated by the FBI, has the potential to conflict with the humanitarian aspects of the response.

There are a host of federal agencies potentially involved. They include the Environmental Protection Agency (EPA), Department of Health and Human Services (HHS), Department of Transportation (DOT), and most importantly, the Department of Defense (DoD), because the Army has the greatest expertise in dealing with chemical agent treatment and decontamination. Sorting out the agencies is a real challenge in an actual situation. A very important non-federal agency is the American Red Cross (ARC), offering invaluable assistance in dealing with family notification and reunification issues, as well as operating shelters.

The resources most likely required from the State are National Guard resources, both for transportation and for chemical warfare expertise/resources.

**Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the treatment of nerve agents was gathered from a variety of sources. For additional technical background on sarin and other nerve agents the following references are suggested:*

– *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;

– *Medical Chemical and Biological Defense – Chemical* web site at http://mrmc-www.army.mil/chemdef.html, Department of the Army;

– *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996; and

– *Treatment of Chemical Agent Casualties and Conventional Military Chemical Injuries NATO FM 8-285* web site at http://www.nbc-med.org/fm8_285/about.htm, Departments of the Army, the Navy, and the Air Force, and Commandant, Marine Corps.

Scene II: Chaos in the City

It is still *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The weather remains *[calm and cloudy]*. The temperature is currently *[scenario forecasted high temperature in ° Fahrenheit]*.

At 4:30 p.m. (1630), the *[location or other appropriate complete name]* Airport is shut down by the Director of Aviation following the imposition of a widespread "no-fly" area over the city by the Federal Aviation Administration (FAA). The airport will remain closed until further notice.

A preliminary situation report (SitRep) indicates that 400 people are dead and the unidentified hazardous material (HAZMAT) affects 2,000 at the *[complete name of the mall]* and surrounding area. Residents in the vicinity request directions to shelters as they evacuate. There is mounting concern and fear over the potential for additional chemical agent releases in other areas of the city. Media reports include rumors of widespread panic.

Responders continue to assess protective measures. "Hot spots" are identified inside the mall's ventilation system and other confined spaces. Responders evaluate containment and decontamination strategies at these hot spots and ask if "forced ventilation" is an option. Evacuation of selected areas continues. Other public protective measures are evaluated. HAZMAT responders debate declaring up-wind areas around the release sites safe for re-entry and believe vapor or inhalation risk is a threat in a limited area. Designated shelter locations request food, medicine, and dwelling resources and information on containment actions to prevent the spread of the chemical agent contamination to clean areas.

Hospitals in the area report increasing cases of medical personnel exhibiting symptoms of exposure. Medical teams are unsuccessful in identifying a chemical nerve agent, though they are certain that symptoms are caused by organophosphate poisoning. Due to symptoms manifested by its medical personnel, *[name of second largest medical center or hospital in the area]* closes its emergency room and discourages people from coming to their facility. The *[name of second largest medical center or hospital in the area]* director calls the city requesting assistance in evacuating unexposed hospital patients to another medical facility.

Area morgues are overwhelmed. Requests are made for additional resources to manage the number of bodies removed from the incident locations. The *[city/county]* EOC requests chemical decontamination assistance from the State and FEMA. Concerned relatives call desperate for information regarding the fate of their loved ones and cause the local telephone exchange to overload and fail.

At 5 p.m. (1700), Governor *[last name of State Governor]* declares a state of emergency and formally requests a Presidential declaration of a major disaster. Pending the President's decision on whether or not to declare a disaster, the Governor asks for Section 403(C) of the Stafford Act. The White House is briefed on the incident. Federal officials are notified and agency regional representatives are directed to *[location of incident scenario – city – if the federal regional headquarters is within a one hour drive of the incident site, there may be federal representatives on site by now]*.

The *[appropriate advanced forensics, academic, or HAZMAT laboratory in the area or region]* calls *[name of State]* EMA and the city identifying the chemical agent as Sarin, the

Scene II: Chaos in the City

same substance used by Japanese cult members in their attack on the Tokyo subway.

A FEMA Region *[region number]* representative (or the Federal Coordinating Officer (FCO)) requests that the *[name of State]* EMA identify potential locations for the Disaster Field Office (DFO). The DFO coordinates the overall response in accordance with the Federal Response Plan (FRP). *[Name of State]* EMA coordinates with *[city or county]* EOC to determine the best sites for DFO establishment. An Emergency Response Team-Advanced (ERT-A) is on its way from FEMA Headquarters in Washington, D.C.

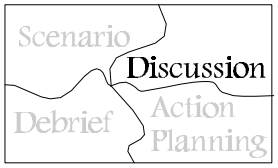
At 7 p.m. (1900), a Department of Transportation (DOT) spokesperson announces that the incident in *[location of incident scenario – city, State]* is disrupting the national transportation network. *[Provide a list of possible impacts on the national transportation network, e.g.:*

- *if the mall is near AMTRAK or other rail transportation, it could halt rail transportation along a major corridor;*
- *if the local airport is a major transportation hub or could impact one, its closing could cause major disruptions of air traffic; and*
- *the gridlock status of the interstate highways through the area could cause disruption to interstate traffic along major trucking corridors]*.

A Federal Bureau of Investigations (FBI) terrorist team is dispatched to *[location of incident scenario – city]* to direct crisis management operations. The team director is scheduled to meet with the *[city or county]* EOC and *[name of State]* EMA directors upon arrival. The area FBI representative arrives on site and takes control of the investigation. FBI officials suspect a terrorist group may be responsible for the incident in *[location of incident scenario – city, State]*.

At 8 p.m. (2000), media groups interview emergency response experts. Some theorize that the level of sophistication in the attack is an indication of international assistance. The group points to similarities between this incident and the Tokyo subway.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

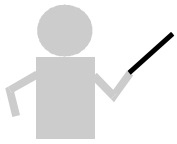
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Health and Medical Resources; Resource Management; Public Affairs; Field Response; Decontamination; Search and Rescue; Incident Site Control; and Secondary Hazards.

QUESTIONS – Scene II

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities at this point?**

   - *Priorities and strategy will vary by department, agency, or activity. They may include:*
     - *Treating the victims*
     - *Limiting contamination*
     - *Bringing the perpetrators to justice*
     - *Preventing additional terrorist attacks*
     - *Returning the transportation system to normal operations*
     - *Allowing evacuated citizens to return to their homes*
     - *Managing community fear*
   - *Give each department, agency, or activity present a chance to present their answer. Obtain a group consensus on what their jurisdiction's priorities will be.*

2. **What will your jurisdiction's overall strategy be for managing the consequences of this incident? What tactics are available to carry out this strategy?**

   - *The EOP should provide the framework for developing the strategy for response management.*
   - *Encourage the participants to establish priorities for implementing the tactical elements of their strategy.*

3. **Who is in charge of the incident site? How will your agency's actions be coordinated with the actions of other agencies? What conflicts could arise from the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal/State/local jurisdictions?**

- *Explore the federal definitions of crisis (C^RM) and consequence (C^OM) management. At the federal level, the FBI has authority over the incident site and is responsible for crisis management. FEMA has federal authority for consequence management, but must conform to the direction of the FBI to protect as much of the "crime scene" as possible while providing the needed rescue and relief to protect citizens. It is anticipated that most jurisdictions will follow this delineation of responsibilities.*

- *Determine who is in charge of the local response for both consequence and crisis management.*

- *Determine the command or management structure to be used by the jurisdiction. The incident command system (ICS) has been adapted by many jurisdictions as their command structure during response operations. Explore the specifics of the local system during this discussion. A review of the EOP should have provided details on the structure of the command structure.*

- *Conflicts will likely be related to the jurisdiction's attempt to balance protecting evidence and protecting people. Overlapping conflicts can occur as State and federal responders arrive on-scene and the transition to a unified, joint, or coordinated command or management structure begins.*

4. **What emergency operations need to be implemented to respond to the current needs of citizens and responders?**

- *Contamination control and decontamination operations are two of the perceived primary needs. Because Sarin (GB) is a non-persistent agent, decontamination and contamination control are minor concerns during this phase of operations. During the recovery phase (scene III) revisit decontamination and certification for safe entry.*

Additional Questions:

How will responder's requests for additional equipment be prioritized? Does your jurisdiction have a system in place that allows the management team to anticipate the needs of responders?

- *Prioritization of requests should be addressed in the EOP. In most incidents, the priority should go to life saving activities.*

- *Explore with the group methods of anticipating needs so the management team does not remain in a reactive mode, but can transition into a proactive management of the situation.*

- *Explore with the group the difficulties of checking confined spaces for "hot spots" and the possibility of confined space rescue operations.*

5. **Will your jurisdiction's response personnel have the necessary technical information to implement appropriate protective actions?**

   - *The EOP review and the discussion during the last scene about the kinds of training responders had received should provide the background to support this discussion.*

   - *Allow the participants to address the local procedures for implementing the tactical actions they discussed as part of questions one and two of this scene.*

6. **How will you address the "perceived" need for extensive personal decontamination at the site prior to sending casualties to a hospital for further treatment?**

   - *This question presents a good opportunity to address persistency vs. non-persistency of agents as a determinant of the type of response operations that should be conducted. As previously stated, GB is non-persistent and does not require decontamination at this point in the scenario – weathering will have rendered it harmless.*

   - *The group should address the management of public perception and fear during this discussion especially in light of the "widespread panic" referenced during this scene.*

7. **What community health planning has been completed? Have privately owned hospitals, home-care agencies, long-term care facilities, and clinics been incorporated into the EOP and included in the planning process? Has your community conducted joint exercises for this type, or any type of mass casualty situation?**

   - *The EOP review should indicate the preparedness of the community health program to address mass casualty situations and the involvement of all local health care assets in the planning process.*

   - *Most jurisdictions should have been involved in joint mass casualty exercises because these are an accreditation requirement for most health care organizations, especially hospitals.*

Additional Questions:

What on-scene medical operations might be necessary?

- *This issue should be addressed in the community health plan as it exists. The priorities at the scene should be gross triage, transportation, and limited life-saving efforts.*

Will triage stations be established? Where will these be established?

- *The discussion of triage should focus on managing the flow of casualties through the community health system. The community health plan should address this issue.*

What types of communications should be conducted between responders and the hospitals prior to the arrival of exposed victims? How will exposed patients be processed at point of collection and point of delivery?

- *Communication protocols for providing critical information should be provided within the communications section of the EOP.*

- *Triage protocols at both collection and delivery points should also be part of the plan. Basic requirements dictate triage be performed at both locations. This may be a good point to address the differences between standard emergency room triage and mass casualty triage.*

What medical resource shortfalls do you anticipate? What specific assistance do you need from the State and federal government? How will these resources be integrated into the response operations?

- *Adequate amounts of nerve agent antidotes and sufficient numbers of medical personnel resources are the most obvious shortfalls.*

- *State and federal plans provide for mobilizing these types of resources in disaster situations. It is important for the group to realize that there may be a significant time delay before those resources are available.*

What type of epidemiological surveillance program does your community have in-place? How well defined are the linkages between the community health program and plan and your consequence management infrastructure?

- *Epidemiological surveillance is important in determining the number of citizens that were exposed to the nerve agent. Community health planning should account for locating personnel within the incident area that may be asymptomatic at this point.*

- *The EOP should define the linkage between the community health program and the emergency operations management structure and a representative of the community health agency or EMS should be on the management team.*

8. How will vital out-of-area resources be transported in a timely manner to the scene where they are needed?

- *Transportation and acquisition of emergency supplies and equipment should be addressed in the EOP.*
- *Allow the participants to discuss whether transportation sources other than DoD and DOT have been considered in their plans.*
- *Determine whether the participants' expectations of federal assistance are realistic. There may be a several hour delay before federal assistance arrives. The local managers need to understand that their actions during the first six to eight hours of the response, when federal assistance is en route will determine the success of the response.*

9. How will immediate needs for food, water, sanitation, and shelter be provided for potentially thousands of displaced travelers and workers?

- *The sheltering portion of the local emergency operations plan should address meeting these needs. The American Red Cross (ARC) is chartered by Congress and has a Memorandum of Understanding (MOU) with FEMA. ARC generally provides human needs assistance (food, shelter, and clothing) during major disasters. Most communities have identified shelters and evacuation routes in their plans.*
- *Determine if the group feels it can accommodate these needs with locally available resources, or if outside assistance from State and/or federal assets will be needed.*

10. What immediate public relations and media concerns must be anticipated? How will these concerns be addressed? Who will serve as your jurisdiction's spokesperson in this incident?

- *The Joint Information Center (JIC) should be established following the arrival of State and federal assets and serves as the source of pubic information after that point. The plan should identify who will serve as local spokesperson prior to the establishment of the JIC.*
- *Most EOPs assign the management of public affairs issues to the management team located in the EOC. Determine participants' familiarity with public affairs procedures. Anticipating that public panic and extreme fear are likely to exist, the group should discuss how to diffuse the issue without denigrating the seriousness of the situation. Determine if the participants understand the importance of a multimedia approach and the development of themes.*
- *In the early stages of a response, public safety messages must be disseminated quickly.*

Additional Questions

Does the communications system meet the multilingual needs of the area?

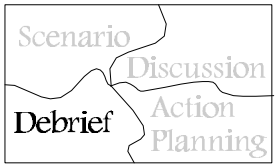
- *The EOP review should identify multilingual needs and procedures for the community.*

11. What are the internal and external communications requirements for this response? Who is responsible for ensuring that the necessary systems are available? What problems may be anticipated?

- *The EOP should address internal and external communications requirements and assign responsibility for maintaining a viable system. Communications support equipment is normally located in or adjacent to the EOC.*
- *Internal communications issues focus on the ability of jurisdictions to communicate with responders from different agencies (e.g., fire departments talking to police). Determine what system is in place to facilitate such coordination or if coordination must be accomplished face-to-face, through dispatchers, or the EOC.*
- *External communications issues should focus on the procedures for providing essential information to State and federal responders and managers who are en route to the incident site.*
- *Solutions relying on public hard lines or cellular telephone systems should be discouraged in light of the numerous demands that will be made on those systems, unless the plan review revealed that a priority override system for emergency communications is in place with local phone service providers.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following scene, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

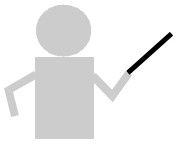


Purpose

This activity is designed to review the key concepts covered during the assessment of the response stage of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.

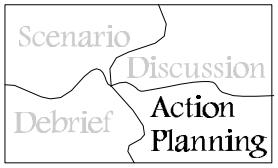


Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Responders will be faced with a potentially huge number of dead, dying, and injured victims.	
Speaking with a unified voice and having everyone express the same message to the public is crucial during a criminal incident.	
You will need to coordinate with the State for deployment of State personnel and resources.	
Most of the response effort will take place during the first six hours.	
Need a centralized voice and location to control rumors.	
Isolation of the incident site and decontamination must be considered.	

Action Planning

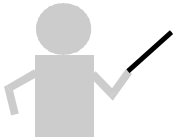


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a chemical WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning	**Resources**
Issue **Action**	**Issue** **Action**
Personal Action Steps	**Training**
Issue **Action**	**Issue** **Action**

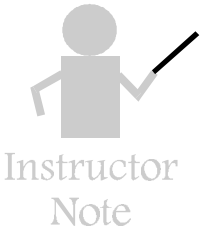
Wrap Up

Purpose

The wrap up should conclude the day-two session and prepare for Session III.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 6 – Session III

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Session III – Day Three

Recovery from Chemical Terrorism Incident

Purpose

Purpose

- Raise awareness of emergency management activities associated with a maturing situation
- Focus on issues you will face during the recovery phase:
  - period of continued operations,
  - augmentation and mutual aid,
  - recovery planning, and
  - preparation to integrate State and federal responders

20

This session is designed to help raise your awareness of emergency management activities associated with the maturing situation. It focuses on concerns that you will be faced with during the recovery phase of the incident which includes the period of continued operations, augmentation and mutual aid, recovery planning, and the preparation for integrating State and federal responders.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Assess direction and control procedures
- Assess communication systems
- Assess notification system
- Assess procedures for addressing public affairs issues

21

Objectives (con.)

- Assess ability to conduct extended operations
- Assess current time requirements for coordinating augmentation of resources
- Identify specific types of federal assistance for which you need to ask
- Identify the adequacy of authorities for dealing with this event

22

Upon completion of this session, you will be able to:

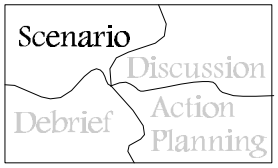
1. Assess direction and control procedures
2. Assess communication systems
3. Assess notification system, including notification of families
4. Assess procedures for addressing public affairs issues, including the importance of public information in terrorist events
5. Assess ability to conduct extended operations
6. Assess current time requirements for coordinating augmentation of resources from State and federal agencies (i.e., human and material)
7. Identify specific types of federal assistance for which you need to ask
8. Identify the adequacy of authorities for dealing with the event

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Recovery from Chemical Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The Immediate Threat Wanes

- Morgues overwhelmed
- Shelters activated
- Fewer victims – increase in asymptomatic patients
- Concerns over mutual aid

23

The Immediate Threat Wanes (con.)

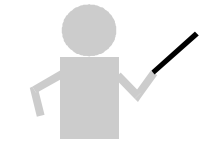
- National media attention
- Disaster declaration
- Impact on transportation systems
- Planning for decontamination, remediation and recovery

24

This scene centers on the waning aspects of the immediate threat – new issues arise such as coordination efforts with federal agencies and need for assistance to support recovery efforts.

Scene III – The Immediate Threat Wanes

- Morgues overwhelmed
- Shelters activated
- Fewer victims – increase in asymptomatic patients
- Concerns over mutual aid
- National media attention
- Disaster declaration
- Impact on transportation systems
- Planning for decontamination, remediation, and recovery



Instructor Note

Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This chemical WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a chemical terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Session III

It is now nine hours after the initial releases. At this point, the FBI has effectively established control of the situation for C^RM purposes. The casualty figures are horrendous – 400 dead, 2,000 more with severe symptoms. The only good news is that it is unlikely there will be many additional casualties, as it has been determined that the agent released was non-persistent Sarin. However, the threat of additional releases still looms until the terrorist group makes a formal statement to the contrary. At this point, adequate amounts of atropine have been rushed to the scene and to treatment centers.*

The response has required all of the city's emergency response forces and most of those available from the neighboring counties and other nearby cities. The stress and trauma of dealing with death on such a large scale is impacting many of the responders at the scene. Crew relief schedules have not been worked out at this time.

Decontamination is expected not to be a major issue anymore, except to foster public confidence. Clean up and restoration of services will and should last at least one week.

**Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the treatment of nerve agents was gathered from a variety of sources. For additional technical background on sarin and other nerve agents the following references are suggested:*

- *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;
- *Medical Chemical and Biological Defense – Chemical* web site at http://mrmc-www.army.mil/chemdef.html, Department of the Army;
- *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996; and
- *Treatment of Chemical Agent Casualties and Conventional Military Chemical Injuries NATO FM 8-285* web site at http://www.nbc-med.org/fm8_285/about.htm, Departments of the Army, the Navy, and the Air Force, and Commandant, Marine Corps.

Scene III : The Immediate Threat Wanes

It is still *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The sun sat at *[appropriate time]*. The weather remains *[calm and cloudy]*. The temperature is currently *[forecasted evening temperature in ° Fahrenheit]*.

The number of bodies collected overwhelms the city and surrounding morgues. Shelters are activated and provide emergency services to evacuees and displaced people. Hospitals report a noticeable drop in the number of additional victims arriving at these facilities; however, hysterical patients and asymptomatic victims continue to arrive. Mutual aid from across the country continues, increasing the need for coordination of resource allocation. National FEMA and FBI representatives are on scene.

Concerned residents overload the phone emergency switchboard with requests for information regarding the whereabouts of family members. Media representatives transmit live interviews from *[incident site – city]*. Residents are reluctant to return to their homes in spite of assurances that designated areas are safe for re-entry. National attention is focused on *[incident site – city]*. The incident sends shock waves through the country. People nationwide avoid public places.

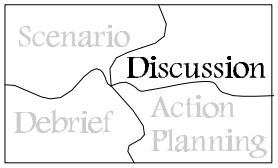
At 10 p.m. (2200), the President issues a major disaster declaration granting FEMA authority to provide emergency response support to *[incident site – city]* and to conduct consequence management activities. The President, in a special statement carried on all networks, condemns the vile act of terrorism and vows to punish the culprits. The Disaster Field Office (DFO), with its additional federal resources, will not be fully operational for another 24 hours.

It is anticipated that the *[complete name of the mall – incident site]* and the immediate vicinity will remain closed until it is declared safe for public use (at least one week). The FBI directs that general, deliberate bomb searches be conducted for all major public gathering places. While there have been no further calls from the terrorist organization, the FBI takes the statement that characterized the attack "as the first part of a coordinated terrorist attack against *[incident location]*" during the 2:15 p.m. (1415) call to *[local television news station listed in scene I]* very seriously.

The *[location or other appropriate complete name]* airport will re-open in the morning, but many scheduled flights into the area during the next few days are cancelled. Local businesspeople raise the specter of an economic slowdown because of concerns that their inability to resume normal operations will have a negative impact on their business activity, especially in light of the generalized searches being conducted.

Planning for site decontamination, remediation, and clean-up is initiated. Coordination of response efforts over the next 48 hours continues. Medical surveillance of response team members and the population at large, the decision to authorize population re-entry, as well as public security issues, long-term medical support services and implementation of recovery plans, are open for discussion.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

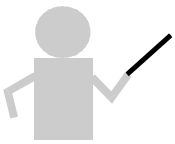
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the previous scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Public Affairs; Extended Operations; Transition Operations; and other topics such as Community and Business Recovery.

QUESTIONS – Scene III

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities and response concerns at this point? Do you need to revise your agency's strategy? What tactics are available to carry out this new strategy?**

   - *Using the results of action-planning sessions one and two, ask participants to develop a list of anticipated needs and concerns, as well as anticipated resource shortfalls.*
   - *At this point, participants should be concerned with integrating the State and federal response as a Disaster Field Office (DFO) is established and certain management responsibilities are shared.*
   - *Among the priorities that should also be considered:*
     - *Re-entry, restoration, and recovery, particularly in light of the federal government's assumption of many of the continuing response and mitigation management responsibilities;*
     - *Temporary morgue operations;*
     - *Management and integration of mutual aid support; and*
     - *Continuing medical surveillance and general community health response.*

Additional Questions

What response concerns are based on resource shortfalls? How will you meet (or fill) these critical needs?

- *Resource shortfalls will include personnel, equipment and supplies. The review of the EOP should indicate what types of resources are available through immediate assets or mutual support at the start of the incident. At this point, most of the local assets will be exhausted or committed.*
- *Participants should list anticipated sources of resources by category. Expect some to point to State and federal sources.*

2. **How will you conduct extended response operations? Are local personnel and equipment resources adequate for the extended operations required?**

- *The EOP should account for around-the-clock operations. Many jurisdictions plan to send a portion of the EOC staff home after the initial incident assessment reveals the need for extended operations. Determine who will be responsible for each function on multiple shifts.*

- *Each agency will likely be overwhelmed. The real questions are how much federal, National Guard, and/or mutual aid support is needed.*

3. **Based on the information presented, what staffing levels do you foresee your agency contributing to the response effort over the next 24 hours? What problems do you anticipate?**

- *Discuss the staffing pattern for the management team. The length of shifts, number of personnel, etc. should be detailed in the EOP, but should be reviewed at this time. Review the staffing plan and ensure the staff is optimally utilized during active periods.*

4. **What are your procedures for integrating State and federal resources into your management organization?**

- *The EOP should outline the procedures for State and federal integration.*

- *State and federal assistance is supplementary to the local response and as the Disaster Field Office (DFO) is established the Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) will coordinate activities of the State and local governments, ARC, the Salvation Army, and other disaster relief organizations.*

Additional Questions

How will your agency coordinate its action with other agencies (federal, State and local) and public interest groups?

- *The FCO is the primary federal coordinating authority for consequence management; the FBI handles crisis management.*

With the arrival of State and federal assistance and the formation of a Joint Information Center (JIC), how will media inquiries be handled? Who in your jurisdiction is responsible for authoring media releases?

- *Media releases must be coordinated with the FBI, FEMA, and State and local authorities once the JIC has been established.*

- *The EOP should provide a detailed communications/public relations plan.*

5. **How do you anticipate disposing of large amounts of contaminated waste generated during the response and decontamination phases? How will these materials be safely transported? By whom? To what locations?**

   - *The emergency operations plan should account for disposal of hazardous waste.*
   - *While Sarin is a non-persistent agent and in itself does not present a continuing HAZMAT challenge, the decontaminants (bleach, caustics, etc.) used prior to agent identification do present a continuing HAZMAT problem that must be addressed.*

6. **When will the response phase be over? When will the recovery (cleanup/ remediation) phase be over?**

   - *The EOP should provide guidance on concurrent activity response and recovery.*
   - *The recovery phase will continue until the recovery plan has been fully implemented and completed (remember, putting things back the way they were is not always the answer).*

7. **What continuing assessments should be enacted when the cleanup phase is complete? Who will make these determinations?**

   - *Long-range health issues should be of some concern; though in the case of Sarin, these will most likely be psychosomatic cases.*

8. **What are the environmental concerns related to this incident?**

   - *None should be expected from the GB itself; however, the local responders might identify some issues particular to their area.*
   - *HAZMATs used during the response will continue to present hazards until neutralized.*

Additional Questions

What steps will be taken by your agency to ensure adequate sanitation measures throughout the affected area?

- *The local HAZMAT plan should identify sanitation procedures.*

What local requirements exist for re-entry to an evacuated area due to a HAZMAT incident?

- *The HAZMAT annex to the EOP should outline re-entry procedures.*
- *Following the use of chemical agents, the local emergency management team should consider the need for "safe certification." That is, having a "third party" lab verify the area as free from contamination.*

9. Within your jurisdiction, what psychological traumas may be anticipated? How will your agency deal with these traumas?

- *Many agencies have teams already designated to assist in such cases. In most instances, the teams will not have the capacity to handle the expected cases in an incident of this magnitude.*
- *Discuss the availability of crisis counseling. Also, refer participants to Section 416 of the Stafford Act.*

Additional Questions

How will your agency participate in death notification of civilians and your colleagues? Are personnel in your agency adequately trained in the process of death notification?

- *Death notification is always a difficult issue. The EOP should provide guidance to managers. However, at a minimum someone in the supervisory chain should be involved with the actual notification.*

10. What will you propose as a course of action to meet the resource shortfalls identified in this scenario?

- *Let the group propose a course and record what they say. The jurisdiction can later address the adequacy or feasibility of the response. As instructors, we are not providing information on the solution to these needs.*

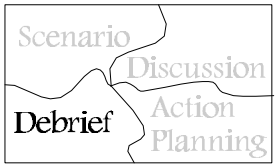
Session III

11. Are your jurisdiction's current plans, policies and procedures adequate for response to this phase of the incident? What steps will be necessary to upgrade these plans to an adequate level?

- *This question serves to wrap-up the day's discussions as well as the overall three-day session. The responses should serve as the basis for the summary to be presented at the conclusion of this activity.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with.

Debrief

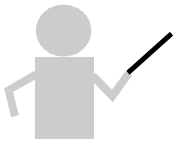


Purpose

This activity is designed to review the key concepts covered during the assessment of the recovery phase of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do**
Chemical terrorism causes little physical damage to property, therefore recovery will focus on decontamination of the facility and monitoring to ensure the facility is safe for public use. Analysis of the attack for the purpose of improving response capability is essential. After-action reports are good sources of information.	
You must become familiar with your State's roles and responsibilities in a WMD incident.	
The FBI is designated as lead agency for crisis management response to terrorist incidents by Presidential Directive. This Directive and other statutes give the FBI the lead role in law enforcement response throughout the investigation.	
WMD incidents can easily grow into long-duration events due to the complexities that are faced. The planning process is a critical element in preparing to deal with WMD incidents.	
Federal disaster assistance is made available through the Robert T. Stafford Disaster Relief and Emergency Act. Through this Act, aid is generally available on a 75/25 Federal-State/local match.	
Traditional disaster assistance programs can supplement a long-term recovery program, but do not replace the local government's responsibility.	
Deploying resources will be just one of your problems; another problem will be dealing with the overabundance of people who offer their services.	
You may encounter a situation of "no movement" because of too much help. Be aware that these issues exist, and plan accordingly.	

Wrap Up

Purpose

The wrap up should conclude day-three session and prepare for final action-planning phase.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Transition to Final Action-Planning Session.

Section 7 – Course Action-Planning Session

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Course Action-Planning Session

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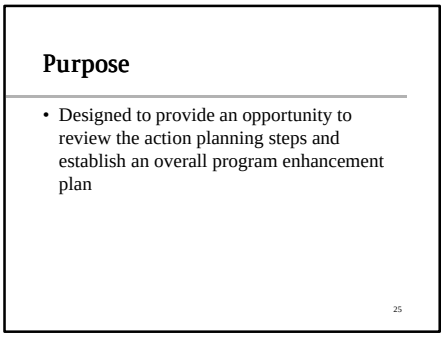
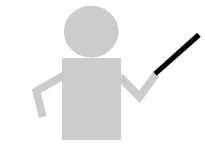


This session is designed to provide participants with an opportunity to review the action planning steps developed during the action planning sessions and establish an overall program enhancement plan.

Presentation

1. Use the 30 previously identified actions as the basis for this discussion and prioritization.
2. Develop in advance and provide as both student handouts and wall charts the twenty priority actions developed during the first two sessions.
3. Using facilitated discussion, review the 30 actions identified during the previous discussion sessions. Attempt to develop a group consensus using the "majority rules" method and create a list ranking these needed actions. (*Note:* In most jurisdictions the Chief Executive or elected official has veto/approval authority and opinions must consider this.)
4. Unlike the previous action planning sessions, do not attempt to sort the issues by program, training, or resources.
5. After the list has been ranked, review the assigned responsibilities with the group. If any one agency has an inequitable share of the actions, confirm with the group that that division of labor is appropriate.



Instructor Note

This list of actions and responsible parties forms the foundation of the activity report.

Use a round-robin discussion to ensure each member of the group participates in the prioritization.

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

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Summary and Conclusion

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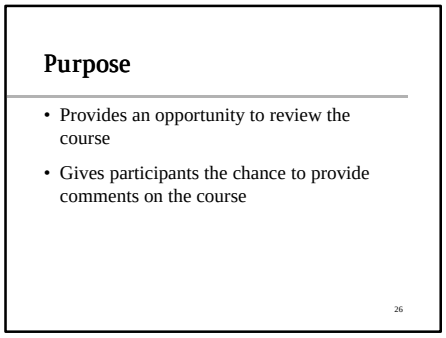
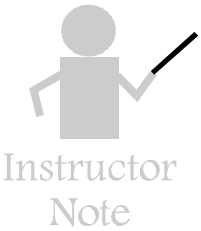


This session provides participants with the opportunity to review the course. This session also gives participants the opportunity to provide comments on the course.

Presentation

1. Provide concluding remarks on course/workshop. Provide highlights of lessons learned throughout the course.
2. Review objectives and outcomes of the course.
3. Stress the importance of implementing the action plan developed during the last lesson.
4. Provide time for the participants to complete the course evaluation tool found in the student manual.
5. Graduation – distribute certificates of completion/training.



Because class members will be ready to leave and return to their offices or home, keep the concluding lesson brief.

If participants seem willing to provide detailed comments, allow time. Don't put on any pressure, however.

Congratulate the participants on their performance and thank them for their efforts.

Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 9 – References

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Background Information on WMD Incidents

What is Terrorism?

For the purposes of this course, terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom.

What is Weapons of Mass Destruction Terrorism?

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Facts on Terrorism

- On February 29, 1993, a bombing in the parking garage of the World Trade Center in New York City resulted in the deaths of five people and injuries to thousands. The bomb left a crater 200 by 100 feet wide and five stories deep. The World Trade Center is the second largest building in the world and houses 100,000 workers and visitors each day.
- In the Centennial Olympic Park-Olympic Games Bombing in Atlanta, Georgia, in 1996, there were two deaths and 110 injuries.
- The Department of Defense (DoD) estimates that as many as 26 nations may possess chemical agents and/or weapons and an additional 12 may be seeking to develop them.
- In recent years, the largest number of terrorist strikes have occurred in the Western United States and Puerto Rico. Attacks in Puerto Rico accounted for about 60 percent of all terrorist incidents that occurred on United States territory between 1983 and 1991.
- The Central Intelligence Agency (CIA) reports that at least 10 countries are believed to possess or be conducting research on biological-agent weapons.
- In the United States, most terrorist incidents have involved small extremist groups who use terrorism to achieve a designated objective. Local, State, and Federal law enforcement officials monitor suspected terrorist groups and try to prevent or protect against a suspected attack.
- A terrorist attack can take several forms, depending on the technological means available to the terrorist, the nature of the political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used terrorist method in the United States. Other possibilities include an attack at transportation facilities, an attack against utilities or their public services or an incident involving chemical or biological events.

Background Information on WMD Incidents

Facts on Chemical Weapons

- Chemical agents are compounds that, through their chemical properties, cause lethal or damaging effects on people.
- Today, in addition to industrial chemicals, the most common chemical agents are those chemicals expressly selected and produced because of their ability to cause injury or incapacitation.
- Chemical warfare agents are generally classified into one of two broad categories: intended use and based on their physiological effects.
- The first category groups chemical agents based on their intended use, and includes:

  Lethal agents: Designed to kill or severely injure.

  Incapacitating agents. Designed to disable the victim for at least several hours.

  Harassing agents: Designed to force people to retreat and can result in serious medical complications.
- The second category groups chemical warfare agents based upon their physiological effects:

  Nerve agents (e.g., Sarin: absorbed through the skin or inhaled; in sufficient quantities may cause instant death)

  Blister agents (e.g., Mustard gas: results in death if exposure is significant; slight exposure causes severe burns and may result in secondary infections)

  Choking agents (e.g. Phosphene: damages tissues of the respiratory system and eyes if unprotected; heavy concentrations lead to serious medical conditions, secondary infections and even death).
- The lethality of the chemical warfare agents is dependent on the concentration of the agent and on the method of induction into the body.

Risks, Threats, and Characteristics of WMD-Terrorism Related Incidents

- Most local emergency management systems need enhanced capabilities to manage the threat or use of WMD. Issues which may not be commonly encountered include:
  - Identification of agent
  - Most appropriate means of protection (antidote)
  - Decontamination (victims, incident site, and environment)
  - Treatment modalities (initial and definitive)
  - Diverse collateral requirements (public safety, mental health, etc.)
  - Appropriate disposition of the deceased
- There may be no advance warning of the dissemination of the chemical weapon and the first indication may be when people start to collapse.
- Chemical agents move within the air. Ventilation systems in buildings or transportation facilities may help to speed up the dissemination of the chemical by carrying the agent far from the initial source.
- Chemical agents pose an immediate threat to life. Antidotes are available, but must be used within minutes of exposure. In many cases, further extensive medical emergency treatment is required, especially resuscitation.
- Chemicals, once disseminated, require decontamination, tying up resources and increasing media attention.
- A terrorist use of Weapons of Mass Destruction (WMD) is unique since it results in an unfamiliar hazardous material and mass casualty incident that is a Federal crime scene with other law enforcement interests.
- The public will panic because of the unknown situation or because of the terror associated with chemical agents.
- Local first responders are unlikely to be trained in responding to chemical WMD and will not always have the appropriate protective equipment. Because of lack of knowledge and awareness in treating such events, first responders may become victims themselves.
- The number of potential casualties and the extent of the areas involved can very quickly overwhelm the capabilities of any response organization.
- Rapid response time is required – you're talking about minutes and hours – not days.

Responding to a WMD Incident: Things You Should Know

- There is an increased concern about how to deal with the threats posed by weapons of mass destruction. A WMD incident challenges the confidence of emergency response personnel and the capacity of the health care system.
- Most local emergency management systems require an enhanced capability to manage a WMD threat. They require a capability for agent identification, personal protection, decontamination, and effective initial and definitive treatment modalities.
- Health systems for response to WMD require the following: agent identification, safe extraction and antidote administration; victim decontamination, triage and primary care; emergency medical transportation; local and regional definitive medical care; forward movement of victims for further care; appropriate disposition of the deceased; and decontamination of the incident site.
- Close cooperation with other emergency response groups, agencies, and individuals is essential; that is at the Federal level, interdepartmental, interagency; then a federal/State/local government cooperative effort; and then a public/private effort.
- Responding to criminal incidents involves many tasks and can become very complex. No one response agency can handle the breadth and depth of tasks that must be done.
- Teamwork and an appreciation for the roles of other responders are crucial to effective working relationships.
- Good working relationships will help increase the probability of successful safe operations for:
  - rescue and treatment of victims;
  - gathering of physical evidence;
  - restoration of uninterrupted utilities;
  - prosecution of perpetrator(s); and
  - continued relationships for the future.
- You must consider the political context in your community. Elected officials will experience anger and frustration from the public's feeling of helplessness.
- You must also plan for the unexpected. Key staff people may be out of town or unable to handle the pressure, or adverse weather may delay help.
- The public is likely to panic due to their unfamiliarity with the event. It is important to have accurate health-related information available. You don't want to risk the public's perception that you don't know what you are talking about. Remember the Midwest flood, "Cannot even tell us how long to boil water, how can we trust them on vaccination?".
- Rapid response is required to save lives. During chemical incidents, we aren't focused on the first 24 hours, things become more immediate – like the first 30 to 90 minutes.
- Remember, first responders are likely to have limited response with chemical agents.

Key Factors to Consider When Developing a WMD Terrorism Annex to the EOP

The following are some key factors that you should consider when developing your WMD Terrorism Annex.

Nature of the Hazard

Describe the chemical agents of primary concern, including information on chemical and physical properties of these agents that have a direct bearing on emergency planning and response – i.e., the agent's volatility; behavior in fires, and persistence in the environment; makeup, symptoms and characteristics; and the short-term and long-term effects.

Risk Area

Emergency response plans must reflect the fact that a chemical release will affect different areas in different ways and at different times. Areas near the point of release are likely to experience relatively high concentrations of agent very quickly, while areas farther away are likely to experience lower agent concentrations after a period of time. The plans should provide for the most rapid and effective protective actions possible. For locations farther away, but still possible within the risk zone of contamination by the hazard, plan for public protective actions, including the possibility of having time to evacuate the public in an orderly fashion. Also, plan for the possibility of sheltering populations who can not be evacuated in time. Consider consequence management plans for those not in the immediate area of the contaminant.

Response Actions – Things to Think About

Direction and Control

Who's In Charge? How will your agency's actions be coordinated with the actions of other agencies? What conflicts may be anticipated due to the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal, State, city, and local jurisdictions? What written policies provide guidance on these issues?

What will be the effect of a WMD incident on your integrated command structure? How will it change?

What support will you receive from other agencies?

Do you know who has coordination responsibilities for this effort? Where are these duties specified?

Emergency Operations (Evacuation and Sheltering)

What policies do you have in place regarding evacuation, specifically the following: (emergency powers, safe routes, assist the special populations (elderly, handicapped, special needs), security for evacuated properties?

What areas will you evacuate? How long do you think it will take?

Where will you send these evacuated people? What routes will you designate?

Who can order an evacuation?

Who will manage the traffic and designate traffic routes to prevent traffic congestion?

What plans and procedures do you have in place for temporary shelters? Do you know who is responsible for coordinating shelter arrangements? Do you have sufficient shelters pre-arranged for use?

Do you have areas designated for shelters?

Public's Needs

Do you have arrangements in place to meet the public's immediate needs for food and water?

The Medical Response Effort

The public will think they have been exposed – and may overload hospitals. In Japan, there were a reported 5,500 casualties (12 deaths, 17 critical patients, 37 severe, and 984 moderate, with another 4,000 casualties who seemingly had nothing wrong with them, but who reported to medical facilities). How are you going to handle the influx of people who have not been exposed – but think they have? You are going to have to deal with these people quickly – in order to find and deal with the people who have been exposed.

What about drug treatments? Will they only be available for use in a medical facility? Will you have access to the required antidotes? How will you get the vaccine quickly?

Resource Requirements (Equipment, Supplies)

- Respirators
- Chemical protective clothing and suits
- Gloves
- Boots
- Goggles

Response Actions – Things to Think About

- Face shields
- Hard hats
- Hoods
- Safety glasses
- Must be trained to use equipment and must be maintained
- All personal protective equipment (PPE) must be approved

Will you have adequate supplies for decontamination efforts?

What resource shortfalls do you anticipate? What specific assistance will you need from the State government?

Decontamination

Who will alert you if internal protective actions are required?

How will you be notified of contaminated or exposed patients?

What is the level of field decontamination that patients will receive?

What arrangements will you need to make for extensive decontamination at the scene?

How will you monitor the scene to control the spread of the contaminant? Do you have written procedures to address this?

Identification of the Chemical: Sarin – Characteristics and Properties

TOXICOLOGY

Sarin interferes with the natural production of enzymes that inhibit acetylcholine, a chemical produced by the body that sends nerve impulses to muscles. Sarin destroys the enzyme allowing acetylcholine to flow freely and accumulate at nerve junctions. This leads to flaccid paralysis of the muscles, including the muscles that permit breathing and control the autonomic system. Symptoms associated with Sarin exposure include twitching, asphyxia, meiosis, rhinorea, and loss of intestinal function control. Although bleeding from the mouth is not directly associated with Sarin, it can occur in the victim when Sarin combines with other elements leading to a toxic subcompound. An exposed victim will likely die from asphyxia because, in aerosol form, Sarin enters the respiratory system and consequently, the bloodstream, rapidly causing tensing of the muscles that permit breathing. A single drop of Sarin coming in contact with a person can kill within minutes, but far less can be lethal if inhaled.

Sarin was developed in Nazi Germany. It is estimated that the nerve agent is 500 times more toxic than cyanide gas, used to execute death row prisoners in the United States.

In liquid form, 0.005 grams is sufficient to kill a 100 lb. Person. In gas form, concentrations as low as 0.0006 grams per $1m^3$ of air are sufficient to kill a 100 lb. Person. One gram is equivalent to 0.03527 oz.

PERSISTENCY

Sarin can last up to three hours in enclosed areas. In the atmosphere it lasts between 30 and 45 minutes.

TREATMENT

Atropine is the most commonly used antidote for Sarin. A rapid administration of a substantial dose of atropine is essential to save the life of severely exposed nerve agent casualties.

PROTECTIVE GEAR

Minimum requirements vary. Remember that Sarin is non-persistent, so it will automatically dissipate.

For our scenario the minimum level of protection is EPA Level B, although for preventive reasons first responders should be attired in EPA Level A gear. In DOA classification, responders should be equipped with Level A protective equipment to prevent exposure. After investigations take place and clean-up activities begin, Sarin should be treated as an active agent. Responders should be trained in chemical agent treatment and should wear gas masks and full protective body suits. FEMA does not have a protective gear minimum classification requirement.

Surfaces must be scrubbed with special solutions to neutralize the chemicals.

Responders require Level A gear in the immediate vicinity of the releases and during decontamination operations. Level A protection is required when the atmosphere is extremely toxic **by both respiratory and skin contact.**

EPA Level A equipment requires positive-pressure Self-Contained Breathing Apparatus (SCBA) in totally encapsulating chemical protective suits. Secondary protection, such as additional coveralls, gloves or boots, may also be required under the full coverage chemical suit.

DOA, level A gear consists of M3 Toxicological Agent Protective (TAP) suit, M9-series mask with M3-series TAP hood, TAP boots, TAP gloves, surgical gloves for GB or VX operations, and explosive handlers' coveralls for GB or VX. Level A EPA and level A DOA differ basically on the type of breathing equipment. DOA uses a "filter mask" (M9-series) specially designed to filter out chemical/nerve agents.

How Prepared Are You and Your Agency to Deal with Recovery Issues?

Things to Think About

Resource Requirements (Equipment, Supplies, Personnel)

Do you have procedures in place to specify how extended operations should be conducted?

Do you have alternates to meet resource requirements when you experience a shortfall? Do you have these arrangements in writing?

What plans will you consult regarding ongoing staffing requirements?

Clean-up, Debris Disposal and Decontamination

Who is responsible for the disposal of contaminated clothing, articles, and dead bodies?

How will these materials be safely transported? Does your EOP/SOP specify waste diposal locations and identify who will do it?

Do you know if your locality and State has promulgated regulations regarding hazardous waste disposal?

Do you have mechanisms in place to quickly remove the contaminant so that businesses can reopen quickly?

Economic Recovery

Do you have plans in place to retain businesses during the recovery phase?

Mental and Physical Health

How will your agency deal with psychological traumas? Does your agency have arrangements or agreements with agencies to perform critical stress incident counseling? Do you know how to obtain federal assistance for this service?

Do you know what type of medical surveillance, if any, will be required?

Presidential Decision Directive 39 (PDD-39) Unclassified

U.S. POLICY ON COUNTERTERRORISM

1. General. Terrorism is both a threat to our national security as well as a criminal act. The Administration has stated that it is the policy of the United States to use all appropriate means to deter, defeat and respond to all terrorist attacks on our territory and resources, both people and facilities, wherever they occur. In support of these efforts, the United States will:

- Employ efforts to deter, preempt, apprehend and prosecute terrorists.
- Work closely with other governments to carry out our counterterrorism policy and combat terrorist threats against them.
- Identify sponsors of terrorists, isolate them, and ensure they pay for their actions.
- Make no concessions to terrorists.

2. Measures to Combat Terrorism. To ensure that the United States is prepared to combat terrorism in all its forms, a number of measures have been directed. These include reducing vulnerabilities to terrorism, deterring and responding to terrorist acts, and having capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including those of mass destruction.

a. Reduce Vulnerabilities. In order to reduce our vulnerabilities to terrorism. both at home and abroad, all department/agency heads have been directed to ensure that their personnel and facilities are fully protected against terrorism. Specific efforts that will be conducted to ensure our security against terrorist acts include the following:

- Review the vulnerability of government facilities and critical national infrastructure.
- Expand the program of counterterrorism.
- Reduce vulnerabilities affecting civilian personnel/facilities abroad and military personnel/facilities.
- Reduce vulnerabilities affecting U.S. airports, aircraft/passengers and shipping, and provide appropriate security measures for other modes of transportation.
- Exclude/deport persons who pose a terrorist threat. Prevent unlawful traffic in firearms and explosives, and protect the President and other officials against terrorist attack.
- Reduce U.S. vulnerabilities to international terrorism through intelligence collection/analysis, counterintelligence and covert action.

b. Deter. To deter terrorism, it is necessary to provide a clear public position that our policies will not be affected by terrorist acts and we will vigorously deal with terrorist/sponsors to reduce terrorist capabilities and support. In this regard, we must make it clear that we will not allow terrorism to succeed and that the pursuit arrest and prosecution of terrorists is of the highest priority. Our goals include the disruption of terrorist-sponsored activity including termination-of financial support, arrest and punishment of terrorists as criminals, application of U.S laws and new legislation to prevent terrorist groups from operating in the United States, and

application of extraterritorial statutes to counter acts of terrorism and apprehend terrorists outside of the United States. Return of terrorists overseas, who are wanted for violation of U.S. law, is of the highest priority and a central issue in bilateral relations with any State that harbors or assists them.

c. Respond. To respond to terrorism, we must have a rapid and decisive capability to protect Americans, defeat or arrest terrorists, respond against terrorist sponsors, and provide relief to the victims of terrorists. The goal during the immediate response phase of an incident is to terminate terrorist attacks so that the terrorists do not accomplish their objectives or maintain their freedom, while seeking to minimize damage and loss of life and provide emergency assistance. After an incident has occurred, a rapidly deployable interagency Emergency Support Team (EST) will provide required capabilities on scene: a Foreign Emergency Support Team (FEST) for foreign incidents and a Domestic Emergency Support Team (DEST) for domestic incidents. DEST membership will be limited to those agencies required to respond to the specific incident. Both teams will include elements for specific types of incidents such as nuclear, biological or chemical threats.

The Director, FEMA, will ensure that the Federal Response Plan is adequate for consequence management activities in response to terrorist attacks against large U.S. populations, including those where weapons of mass destruction are involved. FEMA will also ensure that State response plans and capabilities are adequate and tested. FEMA, supported by all Federal Response Plan signatories, will assume the Lead Agency role for consequence management in Washington, D.C. and on scene. If large-scale casualties and infrastructure damage occur, the President may appoint a Personal Representative for Consequence management as the on scene Federal authority during recovery. A roster of senior and former government officials willing to perform these functions will be created and the rostered individuals will be provided training and information necessary to allow them to be called upon on short notice.

Agencies will bear the costs of their participation in terrorist incidents and counterterrorist operations, unless otherwise directed.

d. NBC Consequence Management. The development of effective capabilities for preventing and managing the consequences of terrorist use of nuclear, biological or chemical (NBC) materials or weapons is of the highest priority. Terrorist acquisition of weapons of mass destruction is not acceptable and there is no higher priority than preventing the acquisition of such materials/weapons or removing this capability from terrorist groups. FEMA will review the Federal Response plan on an urgent basis, in coordination with supporting agencies, to determine its adequacy in responding to an NBC-related terrorist incident; identify and remedy any - shortfalls in stockpiles, capabilities or g; and report on the status of these efforts in 180 days.

Robert T. Stafford Disaster Assistance and Emergency Relief Act, Section 416

{§ 416}

§ 5183. Crisis counseling assistance and training

The President is authorized to provide professional counseling services, including financial assistance to State or local agencies or private mental health organizations to provide such services or training of disaster workers, to victims of major disasters in order to relieve mental health problems caused or aggravated by such major disaster or its aftermath.

ACRONYMS

ACOM	Atlantic Command
AEM	Area Emergency Manager
AID	Agency for International Development
AMC	Army Materiel Command
AMS	Atmospheric Monitoring System
ARAC	Atmospheric Release Advisory Capability
ATSDR	Agency for Toxic Substance and Disease Registry (PHS)
BSI	Base Support Installation
CAT	Crisis Action Team (DOMS)
CBRDT	Chemical/Biological Rapid Deployment Team
CDC	Center for Disease Control
CDRG	Catastrophic Disaster Response Group
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
$C^{O}M$	Consequence Management
$C^{R}M$	Crisis Management
CRTF	Commander, Response Task Force
DALO	Disaster Area Liaison Officer
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Team
DOE	Department of Energy
DOJ	Department of Justice
EAS	Emergency Alert System
ECC	Emergency Command Center
EICC	Emergency Information and Coordination Center
EMP	electromagnetic pulse
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EOD	Explosives Ordnance Detachment
EOT	Emergency Operations Team
EPA	Environmental Protection Agency
EPSP	Emergency Pharmaceutical Support Plan
ERAMS	Environmental Radiation Ambient Monitoring System
ERT	Emergency Response Team
ERT-A	Emergency Response Team-Advance Element
ERT-N	National Emergency Response Team
ESF	Emergency Support Function
EST	Emergency Support Team

ETA	Estimated Time of Arrival
FAST	Federal Agency Support Team
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FOSC	Federal On-Scene Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRMAC	Federal Radiological Monitoring and Assessment Center
FRP	Federal Response Plan
g	grams
GIS	Geographic Information System
HA	Hazards Assessment
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HIT	Hazardous Incident Team
HMT	Hazardous Materials Team
IC	Incident Commander
ICS/UC	Incident Command System/Unified Command
IND	Improvised Nuclear Device
IMA	Individual Mobilization Augmenter
IRR	Initial Response Resources
IRT	Incident Response Team
JCSE	Joint Communications Support Element
JIC	Joint Information Center
JNACC	Joint Nuclear Accident Coordination Center
JOC	Joint Operations Center
km	kilometer
kt	kiloton
LFA	Lead Federal Agency
LSC	Life Support Center
MACC	Multi-Agency Coordination Center
MATTS	Mobile Air Transportable Telecommunications System
MERRT	Medical Emergency Radiological Response Team
MERS	Mobile Emergency Response Support
MHC	Mobile Health Clinics
MKT	Mobile Kitchen Trailer
MOB Center	Mobilization Center
MOU	Memorandum of Understanding

MSA	Mine Safety Association
MSU	Management Support Unit
NAOC	National Airborne Operations Center
NASA	National Aeronautical and Space Administration
NBC	Nuclear, Biological, or Chemical
NCC	National Coordination Center
NCP	National Contingency Plan
NCR	National Capital Region
NDMS	National Disaster Medical System
NECC	National Emergency Coordination Center
NICT	National Incident Coordination Team
NIFC	National Interagency Fire Center
NMDS	National Disaster Medical System
NOK	next of kin
NRC	Nuclear Regulatory Commission
NRC	National Response Center
NRS	National Response System
NRT	National Response Team
NSC	National Security Council
OEMP	Office of Emergency Planning
OEP	Office of Emergency Preparedness
OSC	On-Scene Coordinator
OES	Office of Emergency Services
PHS	Public Health Service
PPE	Personal Protective Equipment
PSN	Public Switched Network
psi	pounds per square inch
Pu	Plutonium
RAP	Radiological Assistance Program
RDD	Radiological Dispersion Device
REAC/TS	Radiological Emergency Assistance Center/Training Site
RECC	Regional Emergency Communications Center
REM	Roentgen Equivalent Man
REOC	Regional Emergency Operations Center
RFA	Request for Assistance
RICT	Regional Incident Coordination Team
ROC	Regional Operations Center
RPM	Radiological Program Managers
RRC	Regional Response Center
RRT	Regional Response Team
RTF	Regional Task Force

SCO	State Coordinating Officer
SIOC	Strategic Information and Operations Center
SITREP	Situation Report
TERMM	Transportable Emergency Response Monitoring Module
TEU	Technical Escort Unit
TSP	Telecommunications Service Priority
U	Uranium
US&R	Urban Search and Rescue
USCG	United States Coast Guard
uCi/m2	microcuries per square meter
VA	Department of Veterans Affairs
VANTS	VA National Telecommunications System

DEFINITIONS

Access – Close physical proximity to a chemical agent, container or munitions, under circumstances that could provide an opportunity to acquire, release, tamper with, damage, or come in direct contact with the chemical agent.

Aerosol – A liquid or solid comprised of finely divided particles suspended in a gaseous medium. Examples of common aerosols are mist, fog, and smoke. Aerosols are not always visible.

Chemical Agent – A chemical compound used in military operations to kill, seriously injure or incapacitate persons through its chemical properties. Excluded are dilute solutions, riot control agents, chemical defoliants and herbicides, smoke, flame and incendiaries and industrial chemicals.

Chemical Event – A chemical event is either a Level I, Level II, or Level III emergency. (See definitions below.)

Chemical Event Response and Assistance (CERA) – Those actions taken to save life, preserve health and safety, secure chemical surety material, protect property, and help maintain public confidence in the ability of the Army to respond to a chemical event.

Chemical Event Site – The geographical location of the chemical event.

Cholinesterase – An enzyme which neutralizes the muscle stimulant acetylcholine, thereby allowing muscle tissue to relax.

Concentration – The amount of a chemical agent present in a given volume of air. Usually expressed in milligrams per cubic meter (mg/m3). Concentration is not the amount of vapor actually inhaled or absorbed by the individual.

Consequence Management (C^OM) – Involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses, and individuals.

Contamination – The deposit and/or absorption of chemical agents on and by structures, personnel, or objects.

Crisis Management (C^RM) – Involves measures to resolve the hostile situation, investigate, and prepare a criminal case for prosecution under Federal law.

Decontamination – The process of decreasing the amount of chemical agent on any person, object, or area by absorbing, destroying, ventilating, or removing chemical agents.

The various levels of decontamination are:

a. "X" – Used when the level of decon is unknown or the item is contaminated to the extent that vapor concentrations from the bagged item exceed the Surgeon General's limits or the Time Weighted Average (TWA).

b. "XXX" – 3x items have been surface decontaminated by locally approved procedures, bagged or contained, and appropriate tests or monitoring have verified that vapor concentrations equal or are less than the Surgeon General's limits.

c. "XXXXX" – Items that are 5x are clean and may be released from governmental control without precautions or restrictions. An approved method of achieving 5x level is subjecting items for a designated time at a sufficient temperature to completely destroy the agent.

d. "Clean–Conditional" – When situations are such that post–mortem investigations require testing at locations outside the installation, the item will be disassembled and exposed to moderately high temperatures long enough to decompose the agent to compounds of lesser toxicity. After the exposure to high temperatures, vapor concentration must not exceed the Surgeon General's limits for time weighted averages.

Dosage – The vapor concentration of an agent to which a man or animal is subjected, multiplied by the length of exposure. Vapor dosage is expressed as CT: That is, the product of C (concentration of agent in mg/m3) multiplied by T (time of exposure in minutes).

EXAMPLE: 200mg/m3 for 5 minutes would produce the same effects as 100mg/m3 for 10 minutes. Also, a liquid dosage is expressed as D in mg/kg of body weight, or mg/Man (70kg standard man).

Marshaling Area – An area used to store resources when the capability to provide transportation directly from the point of origin to the Mobilization Center into the affected area is restricted (e.g., locations like St. Thomas, Oahu, and Kauai).

Nerve Agent – A lethal agent which is absorbed into the body by breathing, by ingestion, or through the skin, and affects the relationship between nerve endings and muscle tissue causing injury or death.

Persistence – An expression of duration of effectiveness of a chemical agent.

Staging Area – The facility at the local jurisdictional level near the disaster site where personnel and equipment are assembled for immediate deployment to an operational site within the disaster area (local or State control AKA final staging area).

RESOURCES

For Chemical or Biological Response:

U.S. Army Technical Escort Unit
Chemical Biological Defense Command
Aberdeen Proving Ground, MD 21020
Phone: (410) 671-4383 during business hours (EST)
(410) 671-2773 after business hours, weekends, holidays

Note: The Technical Escort Unit (TEU) will provide a technical assessment to determine if the threat is credible. Requests for deployment of the Technical Escort Unit must be made by the FBI through the Director of Military Operations (DOMS).

For Chemical or Biological Equipment Training:

U.S. Army Chemical School
Contingency Support Detachment (Chemical Defense Training Facility)
Fort McClellan, AL
Phone: (205) 848-4615

Chemical Biological Counterterrorism Course

For Chemical Agent Medical Management information and training:

U.S. Army Medical Research Institute of Chemical Defense
Aberdeen Proving Ground, MD 21010

For Chemical Agent Material Safety Data Sheets

U.S. Army Edgewood Research, Development and Engineering Center

Centers for Disease Control Contact:
Emergency Response Coordination Group
4770 Buford Highway
Atlanta, GA 30341-3724
Phone: (770) 488-7100 – 24-hour phone line
Fax: (770) 488-7107

Weapons of Mass Destruction – Evaluation Form

Federal Emergency Management Agency
Emergency Management Institute

Directions: Your comments are an integral part of course design. Please assess the effectiveness of this training activity by answering the following questions.

Name _____
Title/Position _____
Agency/Organization _____
Jurisdiction (City, County, State) _____
Date of Course _____

1. Scenario Used
   (check one – if multiple scenarios are conducted, complete a separate evaluation form for each)

   ☐ Biological – Anthrax (persistent biological agent)

   ☐ Chemical – Sarin (non-persistent nerve agent)

   ☐ Chemical – VX (persistent nerve agent)

   ☐ Nuclear (improvised nuclear device)

   ☐ Radiological (radiological dispersion device)

2. What was the timeframe used for conducting the course?

   ☐ One day

   ☐ Three days

   ☐ Other: _____

3. Based on the facilitated discussion and action-planning session(s), identify the functional areas in your jurisdiction that require further planning, training or resources in emergency management and response with regard to a terrorist incident involving weapons of mass destruction. (Check all that apply.)

Planning	Training	Resources	
☐	☐	☐	Emergency Management Infrastructure
☐	☐	☐	Elected/Appointed Officials
☐	☐	☐	Fire Department
☐	☐	☐	Emergency Medical Services
☐	☐	☐	Law Enforcement
☐	☐	☐	Hazardous Materials Team
☐	☐	☐	Public Works
☐	☐	☐	Transportation
☐	☐	☐	Public Health and Safety
☐	☐	☐	Volunteer Organizations
☐	☐	☐	Neighboring Jurisdictions (mutual support)
☐	☐	☐	State Agencies within Jurisdiction
☐	☐	☐	Regional Federal Agencies
☐	☐	☐	Military Representatives within Jurisdiction
☐	☐	☐	Other (describe):

_____

_____

_____

_____

4. Based on the action-planning session, list the top three priorities for follow-up. Include the following information: the action and or task, what agency is responsible, point of contact, and the timeframe within which this action should be completed.

Item	Action	Responsible Agency	Point of Contact	Timeframe
1				
2				
3				

5. Having completed this course, do you have a better understanding of how to manage and respond to a WMD terrorism situation such as that described in the scenario? Why or why not?

_____

_____

_____

_____

_____

_____

_____

_____

6. Rate the following with regard to the course materials:

Rank the following according to this scale:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Content					
Was clear and well organized	5	4	3	2	1
Was relevant to course objectives	5	4	3	2	1
Activities were useful	5	4	3	2	1
Was technically accurate and current	5	4	3	2	1
The length of the course was appropriate	5	4	3	2	1
Course Materials					
Were well organized	5	4	3	2	1
Were helpful	5	4	3	2	1
Visuals were effective	5	4	3	2	1
Activities were challenging	5	4	3	2	1
Will be used in the field	5	4	3	2	1

7. How could the course be improved?

8. What were the strengths and weaknesses of the course?

Weapons of Mass Destruction

Chemical — Vx Scenario

FEDERAL EMERGENCY MANAGEMENT AGENCY
EMERGENCY MANAGEMENT INSTITUTE

Acknowledgement

This exercise was developed by the Emergency Management Institute (EMI) in partnership with the Exercise Division of the Preparedness, Training and Exercises Directorate (PT&E).

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Section 1 – Overview of the Course

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Overview of the Course

Introduction

The President of the United States has, through the issuance of Presidential Decision Directive 39 (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local government's efforts to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a series of courses, consisting of three sessions, which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your jurisdiction's needs. This course involves a chemical terrorism incident.

Purpose

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, chemical terrorism.

Rationale

Protecting the citizens in a jurisdiction is the primary responsibility of local government officials. The ability to fulfill this responsibility depends on the skills and abilities of local governments to apply their emergency management concept of operations in a timely and proficient manner when a WMD incident occurs.

Objectives

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans, policies, procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional disaster and emergency management staff.
- Determine the adequacy of the jurisdiction's *resources* (e.g., personnel, material, and personal protective and other equipment) for response to and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

Prerequisites for the Course

The course is designed with the following assumptions about participation:

1. The city or county conducting the course has an emergency operations plan (EOP) and standard operation procedures (SOPs).
2. The participants know and understand their roles and responsibilities, as defined by their EOP, are trained in their areas of expertise, and know their jurisdiction.

Target Audience

The following is a list of recommended participants, but it is not all-inclusive.

Recommended Audience for the Course	
Core Recommended Audience • Chief Elected/Appointed Official • Fire Chief • Sheriff, Police Chief • Director, Emergency Services • Director, Public Works • Director, Public Health and Safety • Public Information Officer • Chief Financial Officer • Legal Counsel • Chief Medical Examiner/Coroner • Communications Director **Other Potential Participants** • Transportation Authority (Port Authority, Airport Authority, and/or Area Transportation Authority, etc.)* • Evacuation Coordinator* • Mass Care Coordinator* • Resource Manager	• Chief, Animal Care and Control Agency • Warning Coordinator • Coordinator of Volunteer Organizations • Director, Emergency Medical Service (EMS) • Director, Hazardous Materials Team (HMT)* • State and/or federal Representatives, as appropriate* • Area Military Representatives* • National Guard Representative • Department of Energy (DOE) Representative • Federal Bureau of Investigations (FBI) Representative* • Public Health Service Representative • Centers for Disease Control (CDC) Representative • Environmental Protection Agency (EPA) Representative • U.S. Coast Guard (USCG) Representative • Representatives of neighboring jurisdictions

* The target audience with an asterisk must be invited (if they are available).

Categories of Participants

The course has three categories of participants:

- ***Instructor(s)*** – the person or persons responsible for organizing the course, providing information to the participants before, during, and after the course, and conducting the actual course. The instructor should be skilled in facilitating meetings and have a general understanding of response requirements for WMD incidents. A skilled instructor who is knowledgeable of both the jurisdiction and WMD terrorism related issues would be ideally suited.

  The instructor must have the full support of the jurisdiction's chief administrative officer and be authorized to ask assistance from staff members in preparing for the course.

- ***Participants*** – those carrying out the prescribed course tasks. The participants should include 10 to 15 local government senior staff members. Members of local political bodies and citizen organizations may also be invited to participate at the discretion of the jurisdiction.

- ***Observers*** – persons invited to learn from the course by watching or provide additional resources or advice. Allowing non-participants to observe the course is an effective way to spread the benefit; however, it is optional. The instructor and the participating jurisdiction would make the decision. Observers could be other staff members from participating departments, staff members from non-participating departments, elected or appointed local officials, and jurisdictional representatives. Staff members from other nearby jurisdictions might also be invited. By including observers, a jurisdiction would be increasing the impact of the course as a learning tool.

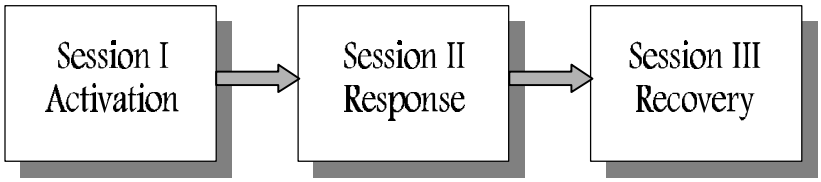
Overview of the Course

Experience demonstrates that preparing in advance improves performance when disaster strikes. This course provides you with an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically chemical terrorism, so that you can take actions now to be better prepared should a real event occur.

This course simplifies, orders, and rationalizes events during a period of time characterized by incredible confusion and complexity, pressure to do everything at once, and intense emotions. However, each session does cover key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.

The course scenarios are not designed to reflect your jurisdiction's political context, though you should consider how major political issues influence your actions and decisions. This course does not cover the technical details of responding to a terrorist incident involving chemicals. Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover. A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course, mainly because it would take too long to adequately explain them. However, a list of resource materials that you can obtain for additional information is provided.

The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



Length and Schedule for the Course

This course is designed for completion over a three-day period, one-half day for each session, though it offers flexibility to jurisdictions. The following is a suggested content outline.

Content Outline
Day One (four to six hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Role of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Purpose of the Session
Objectives of the Session • Instructions • Scenario Background Information
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Day Two (four to six hours)
Session II: Response to the WMD Incident (VX)
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Action-Planning Session Wrap Up
Day Three (four to six hours)
Session III: Recovery from Chemical Terrorism Incident
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Wrap Up
Course Action-Planning Session
Summary and Conclusion

One-Day Plan

Jurisdictions have the option of conducting this course in a single day lasting between eight and ten hours. This option sacrifices much of the detailed validation and/or assessment of current plans and procedures and is not recommended. If this option is selected, the following is a suggested content outline for the course and includes a working level.

Content Outline
Single Day (eight to 10 hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Roles of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up

Session II: Response to the WMD Incident (VX)
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up
Session III: Recovery from Chemical Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Wrap Up of Scenario Discussions
Action-Planning Session
Summary and Conclusion

Section 2 – Conducting the Course

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Conducting the Course

Guidelines for Facilitating the Course

Instructor's Role

The key to an effective delivery is the instructor. The primary role of the instructor is as a facilitator, not as the fountain of all wisdom and the source of all knowledge. The goal is group discussion and participation.

Knowledge

To be effective, an instructor should be prepared with the following:

- An understanding of the course subject matter and the community
- A thorough understanding of emergency management and WMD issues
- Experience in developing, conducting, and participating in similar courses

Presentation Skills

Instruction is often identified with stand-up lectures. However, in this course the skills are learned through facilitation, rather than presentation. For this reason, "presentation skills," take on a greater dimension. These skills can include any of the facilitator skills.

Set the Stage

- Establish a relaxed atmosphere
- State purpose and objectives
- Explain ground rules
- Present the narrative

Leading a Discussion

A discussion format is effective when class members have experience in emergency management. Draw from the participants and be prepared to add examples and explanations from your experience. You will discover that many of the participants will have a wealth of experience, which is a learning source for other participants. Discussions will also reveal knowledge and experience gaps.

The success of a discussion can be measured by how closely two criteria are met:

- Participants' understanding of the concepts, and
- Active participation

Following these general guidelines will increase the success of the discussion:

- Ask open-ended questions
- Push past simplistic solutions and encourage thinking "out of the box."
- Record issues/comments
- Add examples and discussions from your own experience
- Model good listening and response skills

Using Questions Skillfully

A good discussion often grows out of good questioning techniques. The following are some tips:

- Spread your questions around the group
- To ensure that everybody thinks about a question, first direct your question to the whole group and then wait a minute before directing it to an individual.
- Ask challenging or stimulating questions
- Ask open-ended questions

Training Methods

This course is performance-based. The emphasis is less on telling and more on assisting participants to do. The assumption is that participants come with knowledge and experience from which they can draw. To make this course as practical as possible, relate the concepts to participant experiences and problems. Your role as an instructor is to help them apply their experience and knowledge.

Creativity and flexibility are key words in this course. The course requires adaptation to individual needs.

The following is a partial list of requirements to ensure the success of the course:

- Remember to mail the participant checklist to the participants three weeks prior to the class.
- Circulate the class roster and have the participants sign-in.
- To be successful, this course requires a minimum of two instructors.
- The lead instructor must be well versed with emergency management issues and know the jurisdiction and its issues well.
- The secondary instructor must be knowledgeable and well versed in WMD issues.

Responsibilities

Lead Instructor

Must have a deep understanding of the course content and must assume primary responsibility for:

- Modifying the course to meet the unique needs of the jurisdiction
- Serving as the lead facilitator
- Managing and organizing the course
- Maintaining an appropriate pace

Secondary Instructor

The secondary instructor serves as an additional trainer with a firm knowledge of WMD terrorism. The responsibilities include

- Facilitation
- Facility arrangement
- Arranging for special course needs: audio visual equipment and materials, flip charts, newsprint, markers
- Dealing with special needs of participants

Guidelines for Delivery of the Course

1. For participants, select high-level staff persons from 10 to 15 departments to form a small working group in which each participant can interact freely with all others. Invite additional staff members to observe. Refer to the table of suggested participants for guidance (in Section 1).
2. The success of the course depends on total concentration of all participants throughout the course. If possible, arrange to conduct the course away from the normal work place to reduce chances for interruption.
3. Find a room that will display computer-generated presentations, if you are using Powerpoint slides. The room should be equipped with an overhead projector and screen if you are using overheads.
4. The room should contain a large table that will accommodate 10 to 15 individuals and the resource materials such as the map. The walls should allow for taping of flipcharts or pushpins.
5. Let participants know that they must be on time for the course and that they should not have any interruptions due to phone calls or urgent meetings. (Responses to actual disasters or emergencies will, of course, take precedence over course activities.)

Guidelines for Conducting the Sessions

The following are general guidelines for conducting each session during the course; specific guidance is provided in the instructor's introduction to each session.

- The sessions are in rough chronological order, but in reality, many activities would be occurring simultaneously.
- Each scenario is a realistic depiction of a WMD chemical incident and is designed to accurately stress local response capabilities for the purpose of determining the strengths and weaknesses in the jurisdiction's preparedness program.
- The participants examine a single scenario in three distinct sessions, each examining a different phase of the scenario.
- The instructor introduces each session by highlighting the details.
- Following the introduction by the instructor, each participant reviews the sessions from the point of view of his/her role and responsibilities in the preparation for, management of, and response to the WMD incident.
- Following the review of the information presented in each session, the participants participate in a facilitated discussion to explore the strengths and weaknesses of their plans, procedures, policies, training, and resources.
- All the tasks can be accomplished using the local emergency operations plan, emergency action checklists, and knowledge of local policies and procedures, as indicated.
- At the conclusion of each session, the instructor will debrief participants. The instructor will ask participants to evaluate their jurisdiction's emergency procedures and list positive and negative points. From this list, participants will have materials to enhance their emergency operations plans and action plans.

Course Materials

To conduct the course, you will need to assemble some readily available supplies and standard local documents. Use the following checklists to prepare course materials.

Instructor Workplan

An important aspect of facilitating this course is taking the time to ensure that you are adequately prepared for each phase of the course: before, during, and after. The instructor checklists include specific timelines for completion of tasks. It is strongly recommended that you adhere to these guidelines. You will find instructor checklists at the end of this section.

Participant Checklists

The Participant Checklists should be sent to participants prior to the course. They are included following the instructor workplan. A Participant Roster is included so that you may record attendance.

Course Material Requirements

Exercise: Use the following checklist in preparing for the course.

Training Facilities

- ❑ A meeting room large enough to accommodate participants
- ❑ A table large enough to comfortably seat the invited participants
- ❑ Tables for supplies
- ❑ Extra seating for guests or observers
- ❑ Refreshment table (optional)

Materials and Supplies

- ❑ Instructor Guide and Student Manual developed
- ❑ Copies of all participants' materials, one per person – except where noted. Have a few extras of all materials just in case visitors or participants are added to the course at the last minute. (Refer to the Training Materials Checklist)
- ❑ Copies of all the overheads to be used in the program, arranged in order of use

Equipment and Supplies

- ❑ Overhead projector
- ❑ Computer and screen display equipment (if using Powerpoint slides)
- ❑ Projection Screen
- ❑ Two flipcharts, easels and paper
- ❑ Felt-tipped markers
- ❑ Several rolls of masking tape
- ❑ Name tents
- ❑ Pens, pencils, and writing pads for participants

Documents

- ❑ Jurisdiction's Emergency Operations Plan
- ❑ Standard Operating Procedures
- ❑ Zoning maps
- ❑ Base Maps*

*One or more copies of a base map of the jurisdiction are essential. The map should be the largest scale (most detailed) available that can fit in the room that is to be used for the course. It should show major properties, highways and streets, major facilities, and if available, parcel boundaries. If the jurisdiction is geographically large, a table-top-sized map probably will not show individual parcels. You may want to include pocket-sized maps of the transit system for each participant's use.

Instructor Workplan

Before (six weeks)

Design Phase

Note: Customize the course as appropriate. For example, if there is no transit system in the jurisdiction, adjust the scenario accordingly.

Week One – _____

- ❑ Review objectives of course.
- ❑ Identify and coordinate with local jurisdiction and State points of contact to establish liason.
- ❑ Determine composition of scenario development and conduct teams and assign responsibilities.
- ❑ Identify special local issues for discussion, if any exist. (Example: if responders from different agencies or departments do not have compatible communication systems, include the topic in the facilitated discussion.)
- ❑ Determine format and method of assessment to be used; e.g., report, presentation, etc.
- ❑ Develop detailed milestones for completion; i.e., enter dates on this workplan.

Development Phase

Week Two – _____

- ❑ Review instructor materials and research scenario specific information.
- ❑ Coordinate with local jurisdiction and/or State points of contact to receive copies of local plans, maps, procedures, etc.
- ❑ Coordinate with local point of contact to finalize the date, time, and location of WMD course.
- ❑ Confirm target audience (participants) for course and issue invitations/notifications.

Week Three – _____

- ❑ Review local information and materials, such as EOP, SOPs, maps, etc. (If there are glaring omissions in the EOP or SOPs, be prepared to include the topics in the facilitated discussion.)
- ❑ Develop list of site/location specific information necessary to complete the scenario.
- ❑ Draft agenda for course.
- ❑ Begin content development/scenario revision.
  - – Look for items that appear in *italicized brackets [ ]* within the scenario – these items should be changed so as to be site-specific.
- ❑ Coordinate with State training officer to develop a graphic depiction of the scenario if possible.
- ❑ Send a letter specifying prerequisites for the course, the agenda and draft, and *Participants' Checklist: Before the Course* (included at end of this section).

Instructor Workplan
Before (six weeks)

Week Four – _____

- ❑ Complete and review first draft of scenario.
- ❑ Review scenario based on team components/participants.
- ❑ Determine what additional facilitation aids will be required and begin development of materials.

Week Five – _____

- ❑ Finalize scenario.
- ❑ Review participant and instructor materials.
- ❑ Confirm number of participants and arrange for duplication/production of participant materials – sufficient numbers of binders are needed to provide one per participant.
- ❑ Request biographic summaries on each participant.

Week Six – _____

- ❑ Final review and approval of scenario, participant and instructor materials and other materials.
- ❑ Dry run for conduct.
- ❑ Assemble scenario packages for participants and instructors. Binders should include the following:
  - Binder cover page
  - Inside cover page
  - Agenda
  - Introduction
  - Objectives
  - Ground rules and tips for participants
  - Personal needs matrix
  - Session background and scenarios (these should be sealed – cover page, scenario info – plus any graphics as deemed appropriate and obtained from State or local points of contact, and questions).
  - Action-Planning Questions
  - Action-Planning Matrices
- ❑ Review biographic summary of each participant.

Instructor Workplan
During (one week)

Conduct Phase

Week Seven – _____

Days of Conduct

- ❑ Conduct the course.
- ❑ Evaluate performance and assess training value.
- ❑ Conduct action-planning sessions and "hotwash" debriefing sessions with participants and instructors.
- ❑ Distribute and collect participant evaluation form.

Week Seven – _____

Day after Conduct

- ❑ Debrief among instructors and evaluators.
- ❑ Assess design, development, conduct, and evaluation process.

Instructor Workplan
After (three weeks)

Evaluation Phase

Week Eight – _____

- ❑ Review participant comments
- ❑ Develop outline and begin drafting evaluation for report or presentation purposes.
- ❑ Formulate recommendations for modifications to policy, program, plan or procedures.
- ❑ Incorporate results of action planning session into course report.
- ❑ Complete draft of report/presentation.

Week Nine – _____

- ❑ Review evaluation report/presentation among instructors, evaluators, and state and local points of contact.

Week Ten – _____

- ❑ Incorporate comments as appropriate and revise final version.
- ❑ Present findings to appropriate managers and personnel.

Participants' Checklist

Instructions: Please use the following checklist and mark each item as you complete the task.

Before

- ❑ Locate and review a copy of your jurisdiction's Emergency Operations Plan (EOP).
- ❑ Be knowledgeable about the following Annexes (or their equivalent) in the EOP: Direction and Control, Activation and Notification, Public Warning and Public Information, Communications, Evacuations, Sheltering, Incident Command System (if used in your jurisdiction), Resource Management, Health and Medical, and Intergovernmental and Intragovernmental Liaisons.
- ❑ Locate and review a copy of your jurisdiction's Standard Operating Procedures (SOP) for emergencies, and policies and procedures related specifically to emergencies.
- ❑ Locate and review a copy of your roles and responsibilities during an emergency.
- ❑ If possible, bring a copy of relevant SOPs, and if available, the EOP to the course.
- ❑ Determine if your jurisdiction has a WMD or Terrorism Annex (if you do, bring it to the course).

During

- ❑ Participate fully in the course activities.
- ❑ Use this time to plan how you will work with your jurisdiction to improve your capability to respond effectively to a WMD incident.
- ❑ Respect your peers' opinions.
- ❑ Listen with an open mind.
- ❑ Don't monopolize the conversations.

After

- ❑ Use Action-Planning guides, worksheets, and checklists to initiate planning actions when you're back on the job.
- ❑ Assess your progress in meeting your projected tasks and actions in three and six month intervals.
- ❑ Review your EOP and SOPs at least annually to ensure their currency.
- ❑ Complete any evaluation or after-action reports that are required by your jurisdiction.

Participant Roster

Instructor (s):

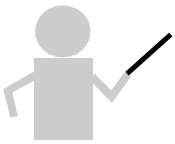
Date:

Time:

Location:

Participant Name	Department/Jurisdiction/Position
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	
13.	
14.	
15.	
OTHER ATTENDEES:	

Emergency Action and EOP Assessment Checklists



Instructor Note

Use the following checklist as a tool during the review of the local EOP.

The blank rows are provided to allow additional analysis and highlight any special innovations contained in the local EOP.

This checklist will provide you a basis for learning about the EOP, SOPs and other documents.

Provide a copy of this checklist (without your notes) to the participants during the final Action Planning Phase.

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Direction and Control			
Describes the command structure, specifying who will be in charge during emergency response operations.			
Specifies the authorities and limitations of key personnel.			
Identifies roles and responsibilities for key personnel during the initial stages of the WMD threat.			
Includes provisions for coordinating and communicating among all jurisdictions and agencies.			
Hazard Assessment			
Contains a hazard vulnerability assessment that looks into WMD incidents, including impact, risk areas, evacuation routes, response efforts, etc.			
Considers special needs for such an event, such as personal protective equipment and need for rapid response.			
References procedures for detection, monitoring, and sampling of WMD agents or materials.			
Notification and Activation			
Includes a formalized procedure for notifying key personnel through a current alert list, notification table, or cascade notification system.			
Specifies procedures for notification of key personnel of the threat.			
Includes current telephone numbers for key personnel.			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Identifies special requirements or recommended notifications to State and or federal officials when dealing with a WMD incident.			
Specifies procedures for activation of the EOC.			
Communication Systems (External and Internal)			
Specifies requirements for a backup system and monitors its implementation.			
Clearly defined reporting procedures and mechanisms for communicating across all agencies and for inter/intra jurisdictional communication.			
Warning and Emergency Public Notification			
Includes written procedures for keeping key personnel's family members apprised of the situation and the status of their immediate family.			
Policy that states how information will be communicated to the public – when it has to be relayed immediately.			
Describes sources for disseminating public information (Emergency Alert System (EAS), television stations, radio stations, cable outlets, newspapers, etc.). Source listing includes telephone numbers.			
Describes back-up sources for disseminating information (vehicle-mounted public address systems, door-to-door, etc.).			
Describes resources for disseminating information to those with language barriers or disabilities (sight, hearing, etc.).			
Supplementation of the EAS (as appropriate).			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes instructions on who should activate the emergency public information organization, notification procedures, and where personnel should report.			
Provides roles and responsibilities of the emergency management team and specifies the actions that should be taken.			
Has prewritten messages for the public in dealing with an unknown chemical hazard.			
Authorities			
Indicates who has authority to open the EOC, declare an emergency, etc.			
Includes lines of succession in case an individual is out of town or dies.			
Immediate Actions			
Includes evacuation and/or sheltering procedures and procedure for determining the appropriate protective action.			
References procedures for first response medical response, e.g., self-aid, buddy-aid, and initial treatment in a contaminated environment.			
Includes protective action implementation procedures for special populations and facilities.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Communication Systems			
Specifies methods for communicating between the EOC, field forces, control centers of emergency operations, radio/TV stations, hospitals, ambulance dispatch centers, adjacent jurisdictions and military installations, State EOC, etc.			
Has plans for augmentation of local capability by higher levels of government.			
Clearly specifies requirements for a backup telecommunications system.			
Identifies support groups for providing communications (Amateur Radio Emergency System (ARES), citizens band groups, taxi and transit companies, etc.).			
Identifies the type of equipment required for backup support and resources for obtaining it.			
Resource Management			
Describes the roles and responsibilities of those involved with resource management.			
Personnel and Equipment Resources			
Includes provisions for obtaining special protective gear and special medical supplies such as antidotes.			
Includes procedures for requesting assistance (be specific) and prioritizing needs.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Provides guidance on how the jurisdiction should deal with media convergence.			
Provides guidance on obtaining credentials for media representatives and for coordinating with law enforcement regarding access to the scene.			
Includes a resource listing of sources that can provide accurate and timely information on a chemical and the required protective actions.			
Provides guidance on how the core emergency management team staff will be augmented to handle a surge in the public's and media's demands for information.			
Authorities			
Specifies appropriate authorities as applicable to particular functions.			
Authorities specify types of emergency powers available and who has authority to enact them.			
Actions			
Includes rescue operation procedures.			
References medical facility plans or jurisdictional disaster health plan which addresses adequacy of facility and personnel, handling contaminated persons, a casualty-tracking system, handling contaminated human remains.			
Includes procedures for continuing WMD hazard assessment.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes procedures for traffic and access control.			
Includes procedures for management of field response, including emergency worker exposure control, emergency worker decontamination, security and accountability, and supply/re-supply of WMD-unique materials.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Includes provisions for keeping families notified about the status of their loved ones.			
Specifies provisions for setting up a joint information center.			
Security and Control Issues			
Includes procedures for general security and property protection issues – use of National Guard, looters and gangs, etc.			
Personnel and Equipment Resources			
Includes a resource listing (database, SOP, or attachment to SOP) that identifies resources for personnel, communications equipment, vehicles, decontamination materials, potable water.			
Specifies procedures for financial (record keeping) and legal accountability.			
Includes procedures for distributing resources (goods and services).			
Includes rules and regulations regarding emergency procurement procedures.			
Provides directions for support facilities such as staging areas, warehouse and distribution centers, and mobilization centers.			
Applicable annexes specify procedures for obtaining augmentation personnel, including evidence of credential requirements, where needed.			
Includes provisions for 24-hour operations.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes procedures for requesting mutual aid teams from neighboring jurisdictions, from State sources, such as the State Guard, and from Federal sources, such as the military, Centers for Disease Control, and the National Disaster Medical System.			
Requests assistance according to the EOP and uses proper protocol.			
Other Resources			
Includes specifications about how to manage volunteers and addresses liability issues concerning their use.			
Includes provisions for what to do with donations and how to manage them.			
Agreements			
Includes mutual aid agreements and/or intergovernmental agreements for the following: mortuary services, medical response teams, resources.			
Authorities			
Includes a reference to the Stafford Act and the authorities it conveys, including reporting structures and management of operations.			
Authorities provide for access to, use of, and reimbursement for private sector resources in an emergency, and for emergency procurement procedures.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Re-entry			
Includes procedures for certifying an area safe for evacuees to return to their homes or businesses.			
Restoration			
Includes guidance on developing a recovery/restoration plan to restore economic, political, and jurisdictional viability to areas impacted by WMD effects.			

Section 3 – Introduction to the Course

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Introduction to the Course

Purpose

The course introduction provides you with a sense of the structure of the course, what you will gain from participation, and your role in the course. This section also provides background information pertaining to WMD terrorism events.

Objectives

During this section, you will accomplish the following objectives:

1. Meet your fellow participants.
2. Become acquainted with the purpose and objectives of the course.
3. Learn expected outcomes from course participation.
4. Learn your role as a course participant.
5. Review course material requirements.
6. Learn the definition, characteristics, and risks, threats and exposure of WMD terrorism-related incidents.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Introduction to the Course
Welcome and Introduction
Review of Administrative Details
Icebreaker
Background
Overview of the Course
A. Purpose
B. Objectives
C. Expected Outcomes
D. Role of Participants
E. Course Materials
F. Growing Risks and Threats of WMD Terrorism-Related Incidents
Individual Needs Assessment

Welcome and Introduction

Welcome the participants. Give the title of the course, its length, information on breaks. Briefly introduce yourself.

Review of Administrative Details

Announce pertinent administrative details such as the location of restrooms, how to get messages, etc. Emphasize that phone calls are discouraged.

Icebreaker

It is assumed that participants are acquainted with each other. In order for you to become acquainted with the participants, have them introduce themselves. Name tents should be used to assist the facilitation process.

Background

The President of the United States has, through the issuance of Presidential Decision Directive (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local governments to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

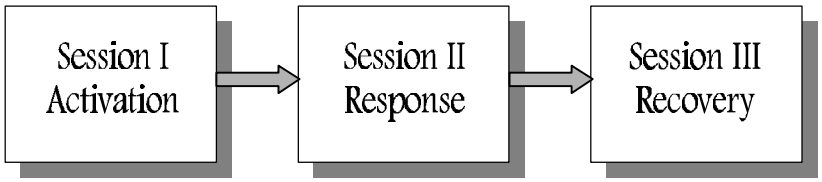
As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a course consisting of three sessions, each of which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your community's needs. This course involves a terrorist chemical incident.

Main Points:

- Through PDD-39, the President has assigned FEMA lead federal agency responsibility for consequence management of terrorism.
- FEMA must ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested.
- Priority is placed on assisting State and local governments in developing effective capabilities for reducing and managing the consequences of the terrorist use of weapons of mass destruction.
- EMI has developed three sessions designed to help analyze, discuss, and identify community needs.

Overview of the Course

- This course provides an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically chemical terrorism, so that you can take actions now to be better prepared should a real event occur.
- This course simplifies, orders, and rationalizes events during a period of time characterized by confusion and complexity, pressure to do everything at once, and intense emotions.
- Each session covers key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.
- There are several areas that this course does not address because its scope does not include these issues. These include:
  - Course scenarios are not designed to reflect your community's political context, though you should consider how political issues influence your actions and decisions
  - The course does not cover the technical details of responding to a terrorist incident involving a chemical weapon.
  - Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover.
  - A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course.
- The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



A. Purpose

Purpose

Improve local government's ability to prepare for, manage, and respond to a mass-casualty chemical terrorism incident

1

Show visual as you explain the purpose of this course.

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, chemical terrorism.

B. Objectives

Objectives

At the conclusion of this course, you should be able to:

- Exercise greater leadership in preparing for and managing response to WMD terrorism
- Analyze plans, policies, procedures, and other preparedness elements currently in place

2

Objectives (con.)

- Determine the adequacy of jurisdictional emergency management staff training
- Determine the adequacy of the jurisdiction's resources
- Identify coordination requirements among local, State, and federal governments for response to WMD incidents

3

Show visuals as you review the objectives of the course.

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans*, *policies*, *procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional emergency management staff.
- Determine the adequacy of the community's *resources* (e.g., personnel, material, and personal protective equipment) for response and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

C. Expected Outcomes

Expected Outcomes

- Action plans that identify tasks, problems, issues
- Strengths and weaknesses of EOP, SOPs, policies
- Checklist that identifies EOP areas for improvement
- List of resource requirements and shortfalls

4

Show visual as you discuss the expected outcomes of the course.

At the end of this course you should have the following information to take back to your office and agency to begin the planning required for a successful response effort:

- Action plans that identify specific tasks, problems, and issues that need attention;
- Strengths and weaknesses of your existing EOP, SOPs, and policies;
- A checklist that identifies the areas of your EOP that require updating or more information; and
- List resource requirements and shortfalls.

This course is not a success unless you go back to your office and follow-through. These tools are designed to put you on the right track.

D. Role of Participants

Role of Participants

- Participate fully
- Assume your normal responsibilities and duties that you perform in an emergency
- Be open-minded and flexible
- Be proactive in your actions
- Suspend judgment

5

Show visual as you review the role of the participants.

You have the following role in these activities.

- Participate fully.
- Assume your normal responsibilities and duties that you perform in an emergency.
- Be open-minded and flexible.
- Be proactive in your actions.
- Suspend judgment.

E. Course Materials

Course Materials

The student manual contains:
- instructions
- scenario information
- checklists
- references
- glossary

6

Show visual as you go over the course materials requirements.

The student manual is your primary source of information. It is designed as a workbook to use during the course. It includes all the instructions, scenario information, worksheets, references, and glossary. You are encouraged to follow along and take notes.

F. Growing Risks and Threats of WMD Terrorism-Related Incidents

Definition of WMD Terrorism-Related Incidents

Definition

WMD Terrorism-Related Incidents:

Use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists

7

Show visual as you define the WMD terrorism-related incidents.

Definition of WMD Terrorism-Related Incidents:

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Characteristics of WMD Terrorism-Related Incidents

Characteristics

WMD Terrorism-Related Incidents:
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy and kill

8

Show visual as you talk about characteristics of WMD terrorism-related incidents.

Characteristics of WMD Terrorism-Related Incidents:

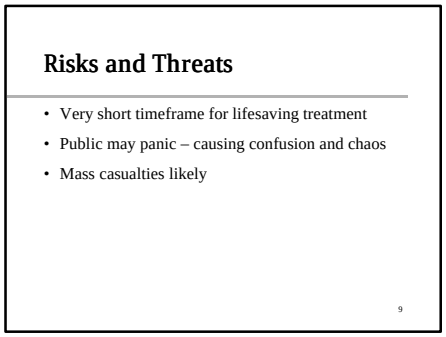
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy, and kill

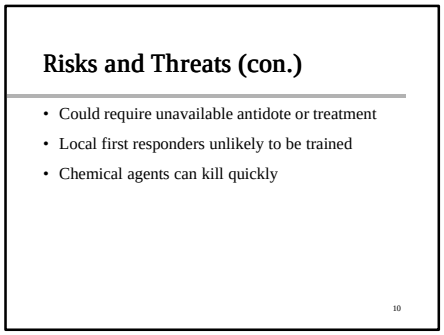
A terrorist attack can take many forms, depending on the technological means available to the public, the nature of the

political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used method of attack.

Terrorism-related incidents are designed to maim, destroy, and kill with the hope of getting extensive media coverage and instilling fear and panic in the public. These incidents often occur without warning and the agent of destruction is often unknown. This poses problems for first responders in dealing with the incident. Terrorist-related incidents become crime scenes and pose a new problem – that of preserving and collecting evidence. These incidents require rapid response time and can result in similar events occurring shortly after the first event.

Risks, Threats, and Exposure of WMD Terrorism-Related Incidents





Show visuals as you discuss the risks, threats, and exposure of WMD incidents.

Risks and Threats:

- Very short timeframe for lifesaving treatment
- Public will panic – causing confusion and chaos
- Mass casualties likely
- Could require unavailable antidote or treatment
- Local first responders unlikely to be trained
- Chemical agents can kill quickly

WMD incidents pose numerous threats and risks for the public, law enforcement officials, first responders, and all others affected by the incident. Because there are many unknowns involved in these events, most local emergency management systems are not equipped to handle them. In the case of chemical weapons, first responders may not recognize the agent or know its effects. Thus, they may not be adequately protected and may become victims themselves.

Some chemical agents can spread quickly through the air, ventilation systems, and vapors, thus potentially affecting a large number of individuals. With most chemical weapons, there is a need for decontamination, which often drains resources. In other

situations, an antidote or other treatment may be needed in a short timeframe (minutes), resulting in more fatalities if it is not available or in insufficient quantity.

These are just some of the risks and threats posed from WMD. Each WMD will cause different effects. This course should help you to begin thinking about the implications of such an event for your agency and jurisdiction.

Individual Needs Assessment

Instructor Note

As you begin the course, provide participants with the following worksheet (one copy for each session – if conducted over a three day period). Participants may use the sheet to record issues to be resolved or actions to be taken following this course. The worksheet is most helpful to provide needed details when the final action-planning phase begins.

Encourage participants to remove this sheet from their binders and use throughout the course as a note-taking device.

Transition to the first session: Activation and Assessment of the WMD Incident (Unknown Chemical).

Individual Needs Assessment

Instructions: Use this worksheet to record issues to be resolved or actions to be taken following this course.

Clarification Points	Planning/Procedure Needs

Training Needs	Resource Needs

Section 4 – Session I

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Session I – Day One

Notification, Activation and Assessment of the WMD Incident (Unidentified Agent)

Purpose

Purpose

- Helps you focus on the immediate concerns following a WMD incident
- Focuses on issues you will face in discovery, activation, notification and assessment

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The first session of this course provides an opportunity to focus on immediate concerns following the report of an unknown chemical WMD incident. It deals with the issues you will face during the discovery, activation, notification, and assessment phases. It addresses the jurisdiction's emergency management team and their role in managing the response activities at the incident site.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Determine adequacies of authorities for dealing with the incident
- Assess the overall validity of the jurisdiction's EOP
- Assess direction and control procedures

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Objectives (con.)

- Assess communication systems
- Assess notification and activation procedures
- Assess warning and emergency public information procedures
- Assess procedures for hazard assessment

13

Upon completion of this session, you will be able to:

1. Determine the adequacies of authorities in dealing with the incident, including whether there are specifications for lines of succession.
2. Assess the overall validity of the jurisdiction's Emergency Operations Plan (EOP), Standard Operating Procedures (SOPs), and other documents for dealing with the incident.
3. Assess direction and control procedures.
4. Assess communication systems.
5. Assess notification and activation procedures.
6. Assess warning and emergency public information procedures.
7. Assess procedures for hazard assessment.

Objectives (con.)

- Determine the jurisdiction's capabilities for an effective response
- Improve coordination among jurisdictional emergency management elements
- Determine resource and response requirements
- Determine staffing requirements
- Other objectives defined by the jurisdiction

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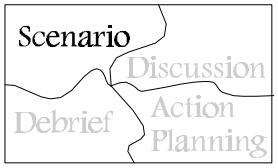
8. Determine the jurisdiction's capabilities for an effective response.
9. Improve coordination among jurisdictional emergency management elements.
10. Determine resource and response requirements.
11. Determine staffing requirements.
12. Other objectives (as developed by the jurisdiction).

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

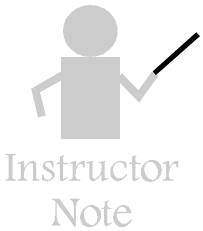
Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The WMD Event Occurs

- Explosions at the airport
- Casualties in several terminals
- Responders on the scene suspect a nerve agent
- HAZMAT teams called
- The media reports the story and panic spreads

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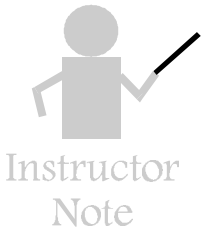
At lunchtime, you're faced with a calamitous situation. You've been notified that there were several explosions at the airport. There are casualties in several airport terminals. Responders suspect a nerve agent threat and HAZMAT teams are called in. The media picks up the story and panic spreads. With a situation like this, you've got a lot of issues to attend to. Do you know where to start and what to do?

Scene I – The WMD Event Occurs

- Explosions at the airport
- Casualties in several terminals
- Responders on the scene suspect a nerve agent
- HAZMAT teams are called
- The media reports the story and panic spreads



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This chemical WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a chemical terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

Instructor's Background Information on the Incident – Scene I

This chemical WMD terrorism scenario portrays an incident which local response groups and agencies can use to evaluate their coordination and response capabilities. They may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a chemical terrorism incident and does not represent an actual event.

The local airport is the site of this incident. The *[Appropriate Name Airport Authority]* is located *[relative proximity of the airport to the city center – be sure to include information on any transportation connections, e.g., subway tunnels, between the airport and the center of the city]*.

In this scenario, a terrorist group placed four explosive devices in the baggage claim areas of separate terminals at a major metropolitan airport. *[If the local airport does not have baggage claim areas in separate terminals, adjust the scenario appropriately.]* The explosive devices, unbeknownst to first responders, are filled with VX (O-Ethyl S- (2-Diispropylmainoethyl) Methylphosphonothiolate – a persistent chemical nerve agent) which is dispersed by the explosions, contaminating the airport structure and most of the people in the baggage claim areas.

Victims of the explosion include passengers, their friends and families, and airline and airport personnel. Responders to the scene do not immediately recognize the symptoms of nerve agent exposure and become contaminated while assisting victims of the blast. Responders suspect the presence of a nerve agent when they notice people, not present at the time of the blast, collapsing and dying. Estimates are that several hundred people are dead and dying, including contaminated responders. Responders are challenged to:

- Determine the agent used in the attack,
- Initiate appropriate decontamination procedures for victims,
- Provide appropriate prophylaxis to additional responders arriving on scene,
- Prevent the spread of the agent from contaminated persons, who spontaneously evacuated from affected terminals, to others, and
- Arrange for fast medical treatment for victims.

The effects of a VX release of this form (droplets and liquid – a "splash") are instantaneous on contact. They include blurred vision, breathing difficulty, gastrointestinal distress, skeletal muscle paralysis, seizures, and loss of consciousness.*

In this scenario, it should be apparent that a nerve agent is involved. However, responders cannot identify the type of agent released. Because VX is a persistent agent, decontamination aspects must be fully examined. The medics responding have OSHA training and should recognize some of the symptoms. If not, the sequence of events and the massive number of casualties should indicate that a "splash" release occurred.

Instructor's Background Information on the Incident – Scene I

At some point, it should be obvious that the casualties require decontamination before allowing treatment by unprotected medical personnel or before allowing casualties to depart the area. Furthermore, casual exposure to the nerve agent increases the number of casualties. In the case of VX (a persistent agent) this WILL BE a major issue; and must be taken seriously. Persons exposed to very small amounts of the nerve agent show limited symptoms, and can be successfully treated if the symptoms are noted in time and the proper antidotes (esp. atropine) are available. One should expect, however, countless individuals exhibiting symptoms based on stress and hysteria, rather than actual exposure.

It should be easy to determine that this is a terrorist-related incident. As such, the FBI must be notified. The instructor should explore how this notification will take place. This also raises many "command and control" issues that will be explored in further detail during session II.

* *Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the treatment of nerve agents was gathered from a variety of sources. For additional technical background on VX and other nerve agents the following references are suggested:*

- *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;
- *Medical Chemical and Biological Defense – Chemical* web site at http://mrmc-www.army.mil/chemdef.html, Department of the Army;
- *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996; and
- *Treatment of Chemical Agent Casualties and Conventional Military Chemical Injuries NATO FM 8-285* web site at http://www.nbc-med.org/fm8_285/about.htm, Departments of the Army, the Navy, and the Air Force, and Commandant, Marine Corps.

Scene I: The WMD Event Occurs

[Location of incident scenario – city, State], [date of exercise/incident scenario – day of week, date]. The weather forecast predicts *[insert scenario weather forecast within the normal range for the date of the exercise – include temperature range, amount of cloud cover, wind speed and direction]*. At noon it is *[temperature within forecasted range]*.

At 12:01 p.m. (1201), the *[Appropriate Name Airport Authority]* airport security dispatch center is overwhelmed with radio and telephone reports of explosions and casualties in several different terminals of the airport. Manual fire alarms are sounded and at least one automatic sprinkler system is activated. Air traffic control is notified and they decide to suspend landing and takeoff operations. Hundreds of airport patrons flee into the street outside the baggage claim areas. *[If the airport does not have multiple baggage claim areas in multiple terminals, modify the scenario to read; "Hundreds of airport patrons flee into the street outside the central baggage claim area."]*

Airport security reports dead and injured passengers, patrons and airline personnel at terminals one, four, and five. There are no reports of damage from terminals two and three at this time, or from other airport buildings. *[If the airport has fewer than five terminals with baggage claim areas, modify the scenario to read; "Airport security reports dead and injured passengers, patrons and airline personnel at the central baggage claim area. There are no reports of damage from other airport remote terminals or other buildings."]* Initial estimates radioed into the dispatch center indicate that several hundred people within the immediate vicinity of the explosions may be dead or wounded – some were impacted directly by the blast while others near the baggage claim area were knocked down and injured by flying debris. At least one of the explosions caused the partial collapse of the ceiling structure, interfering with the electrical and lighting system, darkening the site and adding to the confusion.

The airport security dispatch center immediately dispatches its available fire and security resources and calls the [*local jurisdiction*] Emergency Operations Center (EOC) requesting massive fire and medical support, along with bomb squad and investigation support. Officers at the scene attempt an orderly evacuation of the main terminal areas, but panic quickly sets in. Aircraft on the ground with passengers are told to hold in place.

Uninjured and mildly injured patrons and airport workers (security, baggage handlers, and ticket agents) attempt to assist in rescuing others from the area. Scores of dead and injured persons are scattered throughout the baggage claim area. People not visibly hurt by the blast crowd onto the street where police attempt to keep the crowds away from rescue activities.

By 12:05 p.m. (1205), initial fire, police and medical responders arrive on scene. *[If the response time is greater than five minutes, adjust this and subsequent times accordingly.]* The fire chief establishes *[himself/herself]* as the Incident Commander (IC) and the airport police mobile command center functions as an incident command center. *[If the airport does not have a mobile command center, review the local plan and if the designated EOC for the airport is not in the area affected by the incident, designate that area as the command center.]* The fire department sets up a field command post outside (each of) the affected terminal(s). The paramedics focus their initial attention on the casualties severely wounded by the blast, but begin to note symptoms inconsistent with ordinary shock, such as convulsions and muscle

Scene I: The WMD Event Occurs

tremors. Also, several of the deceased do not seem to have severe injuries.

Some of the individuals from the baggage claim area who managed to escape the blast with no apparent injuries complain of blurred vision, pain in the eye area, tightness in the chest, dizziness, and disorientation and are screened for pressure-related trauma. Others just outside the blast area exhibit a number of symptoms such as sweating, salivation, increased bronchial secretions, myosis, vomiting, and disorientation. A few people not in the area at the time of the explosions have collapsed with convulsions and tremors. Several people in the crowd demonstrating these seemingly minor symptoms have left the area by taxi to seek assistance from area medical facilities.

The airport control tower is now diverting flights to other airports. Due to heightened security awareness prevalent in today's air traffic controllers, planes on the ground are recalled for thorough security checks.

By 12:15 p.m. (1215), paramedics suspect that some type of nerve agent is causing these symptoms. Their fears are heightened because security officers not present at the explosion, but who reported to the scene immediately afterward, begin to display similar symptoms, which are consistent with some type of nerve agent. The Incident Commander decides to pull out all security personnel and responders, leaving some casualties in place until properly protected responders arrive to assist. HAZMAT units are called in to survey the area. The crowds note the pullback.

Panic spreads to the non-affected terminals as news of the situation and the response operation become apparent. Security guards attempt to evacuate these terminals because it is not known if other devices have been planted.

By 12:25 p.m. (1225), the first bomb squad and HAZMAT units arrive on scene. Response personnel in fully encapsulated HAZMAT suits enter to survey the situation, as well as attend to and remove the remaining casualties. Paramedics treating casualties that had been evacuated earlier also begin to report similar symptoms as those observed earlier. Many of the casualties that were ambulatory when first responders arrived have now collapsed; several have died.

By this time the local news media pick up the story. TV and radio stations broadcast advisories while reporters and camera crews are dispatched to the airport. At least one airport patron calls a news station and gives a live interview from the scene. Traffic and news helicopters divert to the scene. Air traffic control declares a no-fly area over the entire airport. News helicopters reporting from overhead the terminal area violate that restriction. *[Name of local news channel]* provides live coverage from its helicopter, showing thousands of people evacuated into the airport streets and tarmac areas, as well as the throngs of response vehicles.

[Name of local news channel] 's reports feed directly to the national news media as well as other local channels. Media report a "poison gas" at this time, based on one interpretation of the symptoms and deaths observed.

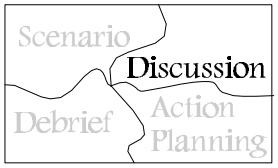
Environmental monitoring by fully encapsulated responders from the *[appropriate local*

Scene I: The WMD Event Occurs

agency] HAZMAT team is unable to identify any contaminant using standard environmental equipment. Suspecting a military-type nerve agent, they send out to *[a nearby local National Guard or Reserve unit]* for appropriate nerve agent detection equipment. Airport operations shut down until a determination can be made as to which airport facilities are contaminated.

The State EOC in *[location of State EOC]* is activated due to the news reports on the incident. A call is made to the National Response Center (NRC) to report an unknown toxic chemical release. Assuming that this is a mass casualty terrorism incident, the *[local jurisdiction]* Police Department notifies and provides the initial information to the FBI. Federal agents are en route to the scene. The national media pre-empt normal programming to provide reports from the scene, and most federal agencies pick up news of the situation from media reports and telephone calls.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

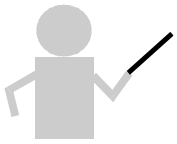
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Notification and Activation; Communications; Warning and Emergency Public Information; Hazard Assessment; and Management of Field Response.

QUESTIONS – Scene I

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **How will you learn of this WMD incident? What internal and external notifications should you make? Are you satisfied that the current notification process is timely and adequate?**

   - *Each jurisdiction and agency should have notification procedures outlined in their emergency operations plan (EOP). The EOP review completed by the facilitator during the development portion of this activity should provide adequate detail to support facilitated discussion. The following provides general guidance:*

     – *In many jurisdictions, the 911 dispatcher serves as the hub of the notification system and provides agency and/or individual notification.*

     – *In most jurisdictions, the Police and Fire Departments have excellent internal notification systems; however, other agencies participating may not. Check this during the EOP review. During the discussion explore if or how the Police and Fire Departments could assist other agencies.*

     – *Walk participants through each step of the notification/activation process. Let them estimate their estimated time of arrival (ETA) and where they will be reporting. Do they anticipate any traffic, transportation, or communication delays that could significantly delay response?*

Additional Questions:

Does your jurisdiction have a policy that prevents full activation of the emergency management system when it is not needed?

- *The screening process should be defined in local EOPs and often relies on the local Office of Emergency Management or the Emergency Operations Center (EOC) (if staffed 24-hours-a-day) to serve as the decision-maker.*

Who handles State and federal notifications?

- *The responsibility for State and federal notifications should be clearly defined in the local plan. For an incident of this magnitude, the NRC should be notified.*

If this WMD incident occurred, how long will it take for responders to arrive on the scene? How long will it be before an incident command (or other management) structure was established?

- *Each agency present should provide estimates, try to reach a consensus on the overall response time.*
- *Explore with the participants when or what staffing level constitutes a management structure that is operational.*

2. **Do you and your agency have a clearly defined role during the response to and management of such a WMD incident? Does your EOP address such an incident?**

- *The EOP concept of operations should define the role of each agency within the jurisdiction. Each agency or activity within a jurisdiction should have its own plan, preferably in the form of an annex (or other attachment) to the local EOP. Each agency represented should discuss their role in general terms. Capture each role briefly; pay close attention to overlaps and apparent needless duplications.*

3. **What kind of training have your jurisdiction's responders received on WMD terrorism? What kind of training have you received?**

- *The kind and amount of training that responders and participants receive on WMD terrorism varies nationwide.*
- *Revisit the group's training needs during each action-planning session.*

Additional Questions:

Is qualified staff within your agency certified in accordance with the Occupational Safety and Health Administration (OSHA)? What types of additional training do you believe will be necessary and practicable to permit a safe and adequate response to a nerve agent incident?

- *Allow each agency to discuss their training procedures.*
- *Determine whether the agencies feel the need to have someone on their staff who is trained for a nerve agent incident.*

4. **How will identification of the presence of hazardous materials occur? How will confirmation of the type of chemical hazard occur?**

- *The EOP review should provide details on how the hazardous materials (HAZMAT) team identifies "unknown agents" because it is unlikely the local team could readily identify VX. There should be supporting laboratories in the area that have been pre-identified and have agreed to support jurisdictional emergency response operations. Additional information is provided:*

- *M-1 Chemical Agent Detector Paper can identify the presence of nerve agents. M-1 Chemical Paper is commonly used by military units; however, most fire departments and HAZMAT units are not equipped with this technology and must be cautious when using it. Query the group to see if they know how to obtain the materials.*

- *The hazardous materials team (HMT) should carry mine safety association (MSA) detector tubes or similar systems that will capture a sample of the air, but will NOT make a positive identification of the presence of a nerve agent. Because VX virtually lacks vapors, teams may not be successful in obtaining a sample. The HMT would need to take a liquid sample for confirmation of identification.*

Additional Questions:

Will responders and/or HAZMAT units recognize the symptoms associated with nerve agents? Will responders conduct air testing before responding?

- *The answers to these questions should be indicated through the EOP review and the discussion associated with question 3. Here, issues such as response, citizen protection and rescue vs. self-preservation and maintenance of response capability should be addressed (i.e., responders should not be used as detectors or allowed to become victims).*

5. **What protective equipment will responders take to an incident scene based on the information available initially? Will this equipment be sufficient for response to this chemical terrorist incident?**

- *A review of the EOP, completed during the development phase of this activity, should provide an indication of the types of equipment available in this jurisdiction. Following is a general guideline:*

  - *Most HAZMAT teams have the ability to respond to a maximum of two different emergency sites simultaneously. Beyond that, responders will be equipped only with standard emergency response gear, which does NOT constitute adequate protective equipment.*

Additional Questions:

Will your jurisdiction's responders know how to protect themselves in this incident?

- *Each agency should describe what trained personnel are available to respond to a chemical release. Response personnel should possess expertise in general HAZMAT and radiological incidents.*
- *The qualifications of response personnel will likely be in standard HAZMAT response. Most plans address HAZMAT more within the context of transportation of these materials than intentional releases.*

6. **What information, equipment and actions are required by your jurisdiction to conduct the initial assessment of the incident? How do you anticipate information to be distributed among responders?**

- *Include the following items in your discussion:*
  - *A method to determine the identity of the agent,*
  - *A method to determine the extent or area of contamination,*
  - *A method to determine the decontamination requirements, and*
  - *Others as reflected in the reference material provided at the end of this manual and developed during the review of the EOP.*

7. **What immediate protective action decisions should the jurisdiction make? How will they be implemented?**

- *Protective action decision making is a critical issue and the participants should be allowed sufficient time to discuss the ramifications of their decision. The whole issue of evacuation vs. sheltering should be explored. The EOP should provide a framework for making such decisions. In the case of VX, since it poses no vapor hazard, sheltering away from the immediate site of the incident is an appropriate response. The immediate area and adjacent buildings should, however, be evacuated.*
- *Allow participants to discuss the issues of decontamination and triage strategies.*

Additional Questions:

Should the surrounding area be evacuated in this case or will sheltering be an appropriate response?

- *See above (answer to question 7).*

Should the jurisdiction be concerned about the possibility of additional attacks?

- *This is always a possibility and the group should discuss what changes they will have to make to manage additional incidents of either a WMD terrorist event or more common emergencies (i.e., fire, auto accident, etc.).*

What medical facilities are victims/patients being sent to? What types of information should the Emergency Medical Services (EMS) units be relaying to the hospitals in the area to prepare them to receive potentially contaminated patients? Should any areas be quarantined?

- *These questions focus on the initial medical response. Allow the participants to discuss this topic, if they bring it up. If not initiated by the participants, these issues will be fully examined during the discussion associated with scene II.*

8. **How will the incident site be secured to assure the "crime scene" is protected and no contaminated personnel or equipment leave the area? What access and egress control procedures should be implemented?**

- *The EOP should provide details on contamination control procedures and crime scene protection as part of its WMD annex if it exists. The EOP review should also provide an indication of how the jurisdiction will manage these issues.*

- *Allow the group to discuss their security procedures and how these relate to their overall response strategy.*

- *Access and egress control procedures should be included in the HAZMAT portion of the local plan. Determine the group's understanding of the importance of this issue.*

9. **Is the current number of trained, qualified personnel within your jurisdiction sufficient to respond to this incident? If not, where will you seek support to bridge these deficiencies?**

- *A review of the EOP should provide an indication of the number of trained and qualified personnel.*
- *Mutual support agreements with other local and State governments should be discussed at this point.*
- *The National Strike Force and the Army Technical Escort Unit (TEU) are among the federal agencies with subject-matter expertise in this area.*

10. **Is the amount of specialized equipment in your jurisdiction sufficient to respond to this incident? Do you have options to obtain this equipment immediately if needed for an emergency response? What additional resources will you request at this point?**

- *A review of the EOP should be an excellent indicator as to the adequacy of local specialized equipment.*
- *It is likely that resources will not be sufficient. An important part of this discussion is encouraging the participants to initiate the self-assessment process. They should determine how the jurisdiction could respond to such an incident using local assets and mutual support rather than relying on federal resources.*
- *The list of equipment that should be requested is long: proper sensing or detection equipment, Level A suits certified for nerve agent environments, proper decontamination equipment, gas-tight storage containers for contaminated items, etc.*

11. **What does your jurisdiction's EOP rely on for expedited transport arrangements (e.g., commercial aviation, city/county/State supplied transport) for out-of-area support resources?**

- *The details on emergency transportation of required emergency equipment and personnel should be provided in the local EOP.*

12. **Will the city or county EOC be adequate for coordinating the response to this incident? Will a separate command center that is physically close to the incident site be required? What resources are available for outfitting this command center?**

- *This information should be extracted from the EOP. It is assumed that an Incident Command System (ICS) will be used.*

Additional Questions

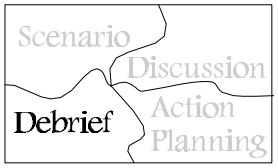
How long will it take to have an EOC activated and fully operational? What are the capabilities of the center? Are these capabilities adequate to respond to an incident of the magnitude presented here?

- *In this scenario, the command post should be at the local EOC, so the answer will depend on how long it will take to activate the EOC and staff it appropriately and if the local EOC is in the affected area. If so, the use of an alternate site should be discussed.*

- *The capabilities of the local EOC and alternate EOC should be apparent from the plan review.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following two scenes, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

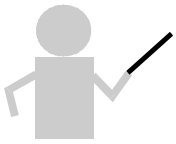


Purpose

This activity is designed to review the key concepts covered during the early stages of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



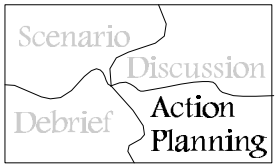
Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Notification is the trigger for this incident – the report of the incident by some source.	
The initial response time for such incidents could be very short – minutes – not hours.	
Emphasis is on isolating the site, protecting it, and controlling it (i.e., sizing up the situation).	
Responders must use extreme caution when dealing with an incident that involves chemical agents. What injured/killed the victims can do the same to the responders. In addition, contaminated patients can contaminate the entire room. Specially trained and equipped HAZMAT teams should be called in to provide expertis and equipment.	
Mass casualties and loss of life due to hazardous materials are common consequences associated with chemical incidents. Additionally, the type of chemical is often not known, making the treatment of victims and selection of protective suits difficult.	
A critical consideration for all emergency responders when dealing with a chemical attack is recognizing that the proximity of a potential target is not the only threat. The chemical agents must be produced, packaged, and delivered to the intended place of use, broadening the area of potential contamination.	
The effective management of a criminal incident requires the coordination, participation, and support of agencies that have functional responsibilities (e.g., firefighters, police, emergency medical services (EMS), jurisdictional responsibilities (e.g. local, State, and federal governments), or both.	
Managing a criminal incident response may be conducted in two general ways: *Single command* may be applied when there is no	

Review and Action Log	
overlap of jurisdictional boundaries or when a Single Incident Commander is indicated in the EOP or local jurisdiction. *Unified command* may be used when the incident is within one jurisdiction but two or more agencies share management responsibility.	
The concept of unified command is shared responsibility among the major stakeholders for overall incident management as a result of the multifunctional or multijurisdictional incident.	
Sites of non-natural incidents must be treated as scenes to be investigated.	
Non-law enforcement responders should not touch anything that is not necessary to touch to save a life. They should take the minimum amount of actions necessary to perform their responsibilities. Non-law enforcement responders can help to identify potential witnesses and perpetrators and serve as eyewitnesses through detailed observations, written records, and when possible, photographs.	
The minimum number of people necessary to complete the task should be sent to the incident site.	
Special equipment, supplies, and personnel may be required to handle this incident	
There must be designated individuals in charge – with clearly defined roles and responsibilities	
First responders should bring the proper equipment and personal protective equipment required for the incident in accordance with SOPs in the EOP. This may include: helmets, gloves, respirators, masks, etc.	
Coordination and control are important components of managing the incident.	

Action Planning

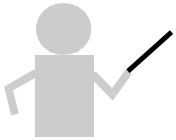


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a chemical WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning	**Resources**
Issue **Action**	**Issue** **Action**
Personal Action Steps	**Training**
Issue **Action**	**Issue** **Action**

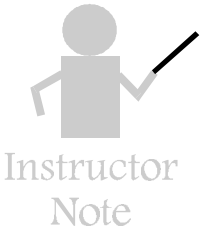
Wrap Up

Purpose

The wrap up should conclude the day-one session and prepare for Session II.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 5 – Session II

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Session II – Day Two

Response to the WMD Incident

Purpose

Purpose

- Focuses on the period after agent identification, prior to State and federal augmentation
- Raises awareness of emergency management activities associated with VX
- Focuses on issues related to operational management, community protection, resources

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This session of the course focuses on the period after you have defined the hazard (VX) and prior to the arrival of State and federal augmentation. It is designed to help raise your awareness of emergency management activities associated with the defined hazard, i.e., VX. It focuses on topics primarily related to operational management, community protection, and resources.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Identify issues and concerns to be addressed during the response phase
- Identify problems and issues you are dealing with in this situation

17

Objectives (con.)

- Identify the primary personnel that will be involved in handling this situation
- Establish your role during this situation

18

During this session, you will accomplish the following objectives:

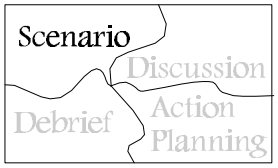
1. Identify issues and concerns that must be addressed during the response phase.
2. Identify problems and issues you are dealing with in this situation.
3. Identify the primary personnel that will be involved in handling this situation.
4. Establish your role during this time period.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

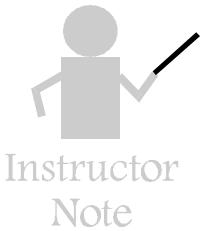
Response to the WMD Incident (VX)
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



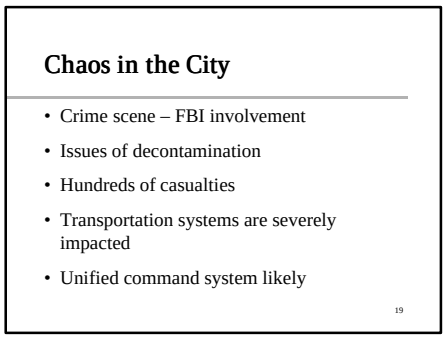
Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

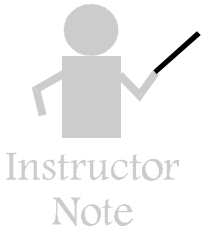
Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.



The chemical agent has tentatively been identified as VX, and the FBI has become involved because the incident has now become a criminal incident and a crime scene. Thousands of travelers are stranded and the airport remains closed. The number of dead and wounded is estimated at 600. Available supplies and decontamination are pressing issues. What are you going to do? Are you prepared to do it? Do you know what to do? These are just some of the issues that will probably concern you.

Scene II – Chaos in the City

- Crime scene – FBI involvement
- Issues of decontamination
- Hundreds of casualties
- Transportation systems are severely impacted
- Unified command system likely



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This chemical WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a chemical terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene II

The FBI attempts to establish control of the situation for Crisis Management (C^RM), i.e., criminal investigation. At the same time, the scope of the situation makes it clear there is also a federal role for Consequence Management (C^oM). The Federal Emergency Management Agency (FEMA) is the designated federal agency to manage the C^oM aspect of the incident. The students are probably not well versed in the difference between the federal definitions of C^RM and C^oM.

The presence of a nerve agent is established. VX is the prime suspect, although it is not confirmed by laboratory analysis. The persistency of VX means that much of the response and recovery effort will focus on limiting the spread of contamination and decontaminating personnel, equipment, and facilities. VX has the consistency of motor oil, and if not chemically neutralized, lasts for weeks.

Hundreds, if not thousands, are stranded at the airport. If evacuation is ordered, the highways probably experience tremendous gridlock. Because of the number of casualties, hospitals run out of medications. Generally, a state of havoc persists. Consider the difficulties associated with decontaminating all of these individuals and the consequences of failing to do so.

The large number of casualties in this scenario quickly exhausts the limited supply of medicines such as atropine. The triage referenced in the scenario is a practice where the emphasis is on saving as many as possible – which means the worst-off individuals likely to die are lower in treatment priority than individuals who can be saved.

During this session participants should recognize that federal assistance, whether wanted or not, is on the way. The local response capabilities are overwhelmed. The challenge is integrating the local response with federal and State interests. The criminal investigation, coordinated by the FBI, has the potential to conflict with the humanitarian aspects of the response.

There are a host of federal agencies potentially involved. They include the Environmental Protection Agency (EPA), Department of Health and Human Services (HHS), Department of Transportation (DOT), and most importantly, the Department of Defense (DoD), because the Army has the greatest expertise in dealing with chemical agent treatment and decontamination. Sorting out the agencies is a real challenge in an actual situation. A very important non-federal agency is the American Red Cross (ARC), offering invaluable assistance in dealing with family notification and reunification issues, as well as assisting stranded travelers.

The resources most likely required from the State are National Guard resources, for transportation, security, and for chemical warfare expertise/resources.

** Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the treatment of nerve agents was gathered from a variety of sources. For additional technical background on VX and other nerve agents the following references are suggested:*

Instructor's Background Information on the Incident – Scene II

– *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;

– *Medical Chemical and Biological Defense – Chemical* web site at http://mrmc-www.army.mil/chemdef.html, Department of the Army;

– *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996; and

– *Treatment of Chemical Agent Casualties and Conventional Military Chemical Injuries NATO FM 8-285* web site at http://www.nbc-med.org/fm8_285/about.htm, Departments of the Army, the Navy, and the Air Force, and Commandant, Marine Corps.

Scene II: Chaos in the City

It is still *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The weather remains *[repeat previous forecast]*. The temperature is currently *[scenario forecasted mid-day temperature in ° Fahrenheit]* with an expected high of *[scenario forecasted high temperature in ° Fahrenheit]*.

At 2 p.m. (1400), the *[location or other appropriate complete name]* Airport remains completely shut down until further notice.

The FBI takes control of the operation, designating it as a terrorist-related incident. The FBI attempts to establish a Unified Command Center in one of the vacant but non-contaminated terminals. A Joint Information Center (JIC) is established to provide information to the media and the public.

The airport remains closed. Incoming flights divert to other airports in the area. Planes on the ground move to the non-affected terminals for offloading and evacuation. The incident impacts air traffic nationwide, as the closure and grounding of many aircraft disrupt flight scheduling and passenger plans everywhere.

At the affected terminals *[or terminal, if airport design has baggage claim in only one area]*, the entire ground floor level and the areas providing access to that level are secured as designated hot zones, accessible to responders in Level A protective equipment only. A large surrounding area is designated as a precautionary zone, with Level B protective equipment required. Injured and contaminated personnel are quarantined within the precautionary zone. A triage system is implemented to prioritize treatment.

Airport patrons and employees in non-impacted terminals are isolated to protect them from contamination. Patrons and personnel at the impacted terminal(s) evacuate to the upper level street outside the terminal(s), and across to the parking garages where a bridge exists. *[This description will need to be modified to reflect the design of the local jurisdiction airport in this scenario.]* The city responds with a massive turnout of police and medical personnel, and obtains additional assistance from *[appropriate name]* County and the cities in the area capable of providing mutual support.

The casualty information grows. The number of dead or injured is conservatively estimated at 600 for the airport. National Guard test kits indicate VX, a nerve agent, is the toxic chemical involved in the attacks. VX is a persistent agent, with the consistency of motor oil and is absorbed through skin contact. Contaminated clothing and equipment may transfer the agent to others who contact the contaminated surfaces later. Atropine is used with some success on a few casualties, but there are not enough supplies immediately available to treat the hundreds of people exposed. Many of the casualties include responders who were not present in the terminal at the time of the explosions, but were contaminated from treating or handling casualties.

The contamination spreads – at least one hospital, despite strict precautions and protection for its staff, reports that several staff members who treated the first wave of casualties from the airport show nerve agent symptoms. (Some of the blast victims commandeered taxis or private vehicles to take them to nearby urgent care centers.) These medical centers now isolate or turn away these patients out of concern for spreading the suspected nerve agent to

Scene II: Chaos in the City

other patients and staff.

The Environmental Protection Agency (EPA) has been directed to provide a Federal On-Scene Coordinator (FOSC). The EPA activates its Regional Response Team (RRT).

The Director of FEMA will provide an initial situation report (SitRep) to the White House within the hour.

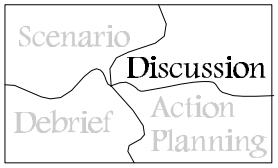
In anticipation of a Stafford Act declaration, the National Coordinating Center (NCC) Incident Response Team (IRT) is activated. Emergency Support Functions 6 (Mass Care) and 10 (Hazardous Materials) are alerted. The Director of Health Human Services (HHS) establishes emergency medical telephone consultation with local and State health officials, on-call technical experts, the Department of Defense (DoD), EPA, the Department of Veterans Affairs (VA) and FEMA. VA activates its Emergency Pharmaceutical Support Plan (EPSP) to locate available supplies of nerve agent toxin antidotes. The American Red Cross (ARC) mobilizes to care for stranded travelers and operates a Disaster Welfare Information System (DWIS) to assist in casualty notifications and family reunification.

The FOSC requests additional Level-A strike teams from across the country. The Agency for Toxic Substance and Disease Registry (ATSDR) and the Centers for Disease Control (CDC) Mass Care Unit research the case based on available information. The Department of Defense (DoD) proactively sends a Technical Escort Unit (TEU) that is specially trained to respond to chemical agent accidents and incidents. The TEU also has Explosives Ordinance Disposal (EOD) capabilities.

Local EPA Technical Assistance Team (TAT) contractors arrive on scene. The EPA Regional Mobile Command Post has been dispatched and should arrive by 6 p.m. (1800). The FEMA Regional Director, in coordination with the National Director, alerts all agency State liaisons to be ready to deploy to the [*affected State's name*] State EOC in [*location of State EOC*] to coordinate initial response requirements in support of the State. Mutual aid agreements are activated.

The rush of agencies descending on the scene causes great confusion in command, control, and reporting. Confusion also exists in prioritizing response actions vs. investigatory actions, leaving many responders upset. The area telephone system is overloaded, leading to concerns that the system may fail. Calls to the affected areas are not going through.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

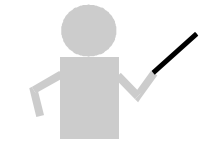
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Health and Medical Resources; Resource Management; Public Affairs; Field Response; Decontamination; Search and Rescue; Incident Site Control; and Secondary Hazards.

QUESTIONS – Scene II

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities at this point?**

   - *Priorities and strategy will vary by department, agency, or activity. They may include:*
     - *Treating the victims*
     - *Limiting contamination*
     - *Bringing the perpetrators to justice*
     - *Preventing additional terrorist attacks*
     - *Returning the transportation system to normal operations*
     - *Allowing evacuated citizens to return to their homes*
   - *Give each department, agency, or activity present a chance to present their answer. Obtain a group consensus on what their jurisdiction's priorities will be.*

2. **What will your jurisdiction's overall strategy be for managing the consequences of this incident? What tactics are available to carry out this strategy?**

   - *The EOP should provide the framework for developing the strategy for response management.*
   - *Encourage the participants to establish priorities for implementing the tactical elements of their strategy.*

3. **Who is in charge of the incident site? How will your agency's actions be coordinated with the actions of other agencies? What conflicts could arise from the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal/State/local jurisdictions?**

- *Explore the federal definitions of crisis (C^RM) and consequence (C^OM) management. At the federal level, the FBI has authority over the incident site and is responsible for crisis management. FEMA has federal authority for consequence management, but must conform to the direction of the FBI to protect as much of the "crime scene" as possible while providing the needed rescue and relief to protect citizens. It is anticipated that most jurisdictions will follow this delineation of responsibilities.*

- *Determine who is in charge of the local response for both consequence and crisis management.*

- *Determine the command or management structure to be used by the jurisdiction. The incident command system (ICS) has been adapted by many jurisdictions as their command structure during response operations. Explore the specifics of the local system during this discussion. A review of the EOP should have provided details on the structure of the command structure.*

- *Conflicts will likely be related to the jurisdiction's attempt to balance protecting evidence and protecting people. Overlapping conflicts can occur as State and federal responders arrive on-scene and the transition to a unified, joint, or coordinated command or management structure begins.*

4. **What emergency operations need to be implemented to respond to the current needs of citizens and responders?**

- *Contamination control and decontamination operations are two of the perceived primary needs. Because VX is a persistent agent, decontamination and contamination control are major concerns during this phase of operations. During the recovery phase (scene III) revisit decontamination and certification for safe entry.*

Additional Questions:

How will responder's requests for additional equipment be prioritized? Does your jurisdiction have a system in place that allows the management team to anticipate the needs of responders?

- *Prioritization of requests should be addressed in the EOP. In most incidents, the priority should go to life saving activities.*

- *Explore with the group methods of anticipating needs so the management team does not remain in a reactive mode, but can transition into a proactive management of the situation.*

5. **Will your jurisdiction's response personnel have the necessary technical information to implement appropriate protective actions?**

   - *The EOP review and the discussion during the last scene about the kinds of training responders had received should provide the background to support this discussion.*
   - *Allow the participants to address the local procedures for implementing the tactical actions they discussed as part of questions one and two of this scene.*

6. **How will you address the need for extensive personal decontamination at the site prior to sending casualties to a hospital for further treatment?**

   - *This question presents a good opportunity to address persistency vs. non-persistency of agents as a determinant of the type of response operations that should be conducted. As previously stated, VX is a persistent and requires decontamination at this point in the scenario.*
   - *VX contamination should be removed (or decontaminated) as soon as possible. Standard clothing provides some protection, though the longer VS is allowed to remain on clothing or on skin the greater the level of exposure and risk of fatality.*
   - *The group should address the management of public perception and fear during this discussion.*

7. **What community health planning has been completed? Have privately owned hospitals, home-care agencies, long-term care facilities, and clinics been incorporated into the EOP and included in the planning process? Has your community conducted joint exercises for this type, or any type of mass casualty situation?**

   - *The EOP review should indicate the preparedness of the community health program to address mass casualty situations and the involvement of all local health care assets in the planning process.*
   - *Most jurisdictions should have been involved in joint mass casualty exercises because these are an accreditation requirement for most health care organizations, especially hospitals.*

Additional Questions:

What on-scene medical operations might be necessary?

- *This issue should be addressed in the community health plan as it exists. The priorities at the scene should be gross triage, transportation, and limited life-saving efforts.*

Will triage stations be established? Where will these be established?

- *The discussion of triage should focus on managing the flow of casualties through the community health system. The community health plan should address this issue.*

What types of communications should be conducted between responders and the hospitals prior to the arrival of exposed victims? How will exposed patients be processed at point of collection and point of delivery?

- *Communication protocols for providing critical information should be provided within the communications section of the EOP.*

- *Triage protocols at both collection and delivery points should also be part of the plan. Basic requirements dictate triage be performed at both locations. This may be a good point to address the differences between standard emergency room triage and mass casualty triage.*

What medical resource shortfalls do you anticipate? What specific assistance do you need from the State and federal government? How will these resources be integrated into the response operations?

- *Adequate amounts of nerve agent antidotes and sufficient numbers of medical personnel resources are the most obvious shortfalls.*

- *State and federal plans provide for mobilizing these types of resources in disaster situations. It is important for the group to realize that there may be a significant time delay before those resources are available.*

What type of epidemiological surveillance program does your community have in-place? How well defined are the linkages between the community health program and plan and your consequence management infrastructure?

- *Epidemiological surveillance is important in determining the number of citizens that were exposed to the nerve agent. Community health planning should account for locating personnel within the incident area that may be asymptomatic at this point.*

- *The EOP should define the linkage between the community health program and the emergency operations management structure and a representative of the community health agency or EMS should be on the management team.*

8. How will vital out-of-area resources be transported in a timely manner to the scene where they are needed?

- *Transportation and acquisition of emergency supplies and equipment should be addressed in the EOP.*
- *Allow the participants to discuss whether transportation sources other than DoD and DOT have been considered in their plans.*
- *Determine whether the participants' expectations of federal assistance are realistic. There may be a several hour delay before federal assistance arrives. The local managers need to understand that their actions during the first six to eight hours of the response, when federal assistance is en route will determine the success of the response.*

9. How will immediate needs for food, water, sanitation, and shelter be provided for potentially thousands of displaced travelers and workers?

- *The sheltering portion of the local emergency operations plan should address meeting these needs. The American Red Cross (ARC) is chartered by Congress and has a Memorandum of Understanding (MOU) with FEMA. ARC generally provides human needs assistance (food, shelter, and clothing) during major disasters. Most communities have identified shelters and evacuation routes in their plans.*
- *Determine if the group feels it can accommodate these needs with locally available resources, or if outside assistance from State and/or federal assets will be needed.*

10. What immediate public relations and media concerns must be anticipated? How will these concerns be addressed? Who will serve as your jurisdiction's spokesperson in this incident?

- *The Joint Information Center (JIC) should be established following the arrival of State and federal assets and serves as the source of pubic information after that point. The plan should identify who will serve as local spokesperson prior to the establishment of the JIC.*
- *Most EOPs assign the management of public affairs issues to the management team located in the EOC. Determine participants' familiarity with public affairs procedures. Anticipating that public panic and extreme fear are likely to exist, the group should discuss how to diffuse the issue without denigrating the seriousness of the situation. Determine if the participants understand the importance of a multimedia approach and the development of themes.*
- *In the early stages of a response, public safety messages must be disseminated quickly.*

Additional Questions

Does the communications system meet the multilingual needs of the area?

- *The EOP review should identify multilingual needs and procedures for the community.*

11. What are the internal and external communications requirements for this response? Who is responsible for ensuring that the necessary systems are available? What problems may be anticipated?

- *The EOP should address internal and external communications requirements and assign responsibility for maintaining a viable system. Communications support equipment is normally located in or adjacent to the EOC.*

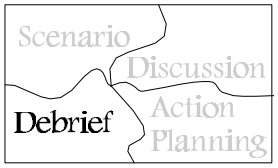
- *Internal communications issues focus on the ability of jurisdictions to communicate with responders from different agencies (e.g., fire departments talking to police). Determine what system is in place to facilitate such coordination or if coordination must be accomplished face-to-face, through dispatchers, or the EOC.*

- *External communications issues should focus on the procedures for providing essential information to State and federal responders and managers who are en route to the incident site.*

- *Solutions relying on public hard lines or cellular telephone systems should be discouraged in light of the numerous demands that will be made on those systems, unless the plan review revealed that a priority override system for emergency communications is in place with local phone service providers.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following scene, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

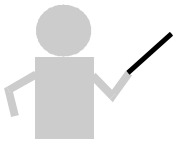


Purpose

This activity is designed to review the key concepts covered during the assessment of the response stage of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.

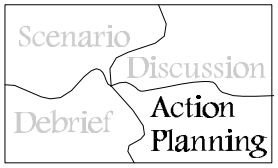


Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Responders will be faced with a potentially huge number of dead, dying, and injured victims.	
Speaking with a unified voice and having everyone express the same message to the public is crucial during a criminal incident.	
You will need to coordinate with the State for deployment of State personnel and resources.	
Need a centralized voice and location to control rumors.	
Isolation of the incident site and decontamination must be considered.	

Action Planning

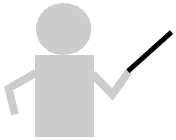


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a chemical WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning	**Resources**
Issue **Action**	**Issue** **Action**
Personal Action Steps	**Training**
Issue **Action**	**Issue** **Action**

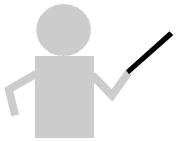
Wrap Up

Purpose

The wrap up should conclude the day-two session and prepare for Session III.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Instructor Note

Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 6 – Session III

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Session III – Day Three

Recovery from Chemical Terrorism Incident

Purpose

Purpose

- Raise awareness of emergency management activities associated with a maturing situation
- Focus on issues you will face during the recovery phase:
  - period of continued operations,
  - augmentation and mutual aid,
  - recovery planning, and
  - preparation to integrate State and federal responders

20

This session is designed to help raise your awareness of emergency management activities associated with the maturing situation. It focuses on concerns that you will be faced with during the recovery phase of the incident which includes the period of continued operations, augmentation and mutual aid, recovery planning, and the preparation for integrating State and federal responders.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Assess direction and control procedures
- Assess communication systems
- Assess notification system
- Assess procedures for addressing public affairs issues

21

Objectives (con.)

- Assess ability to conduct extended operations
- Assess current time requirements for coordinating augmentation of resources
- Identify specific types of federal assistance for which you need to ask
- Identify the adequacy of authorities for dealing with this event

22

Upon completion of this session, you will be able to:

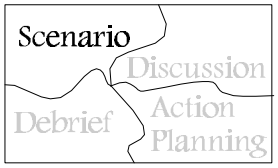
1. Assess direction and control procedures
2. Assess communication systems
3. Assess notification system, including notification of families
4. Assess procedures for addressing public affairs issues, including the importance of public information in terrorist events
5. Assess ability to conduct extended operations
6. Assess current time requirements for coordinating augmentation of resources from State and federal agencies (i.e., human and material)
7. Identify specific types of federal assistance for which you need to ask
8. Identify the adequacy of authorities for dealing with the event

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Recovery from Chemical Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The Immediate Threat Wanes

- Temporary morgue set up in cold storage
- Decontamination of victims a major issue
- Increase in patients exhibiting psychosomatic symptoms
- Airport clean-up will take weeks or months

23

The Immediate Threat Wanes (con.)

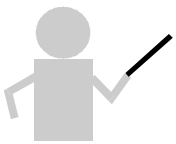
- National media attention, public horrified
- Disaster declaration
- Planning for decontamination, remediation and recovery

24

This scene centers on the waning aspects of the immediate threat – new issues arise such as coordination efforts with federal agencies and need for assistance to support recovery efforts.

Scene III – The Immediate Threat Wanes

- Temporary morgue set up in cold storage facility
- Decontamination of victims a major issue
- Increase in patients exhibiting psychosomatic symptoms
- Airport clean-up will take weeks or months
- National media attention, public horrified
- Disaster declaration
- Planning for decontamination, remediation, and recovery



Instructor Note

Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This chemical WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a chemical terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Session III

It is now eight hours after the initial explosions. At this point, the FBI has effectively established control of the situation for C^{R}M purposes. The casualty figures are horrendous – 600 dead, 200 more with severe symptoms. The only good news is that it is unlikely there will be many additional casualties, since contact with contaminated areas and exposed persons has been controlled. At this point, adequate amounts of atropine have been rushed to the scene and to treatment centers.

The response has required all of the city's emergency response forces and most of those available from the neighboring counties and other nearby cities. The stress and trauma of dealing with death on such a large scale is impacting many of the responders at the scene. Crew relief schedules have not been worked out at this time. Decontamination is expected to last at least a few weeks and no decision has been made yet about airport operations.

The expenditure of police and security forces is leading to problems in other areas of the city. Isolated looting has been reported. In addition, the overload on the city's telephone system has made it nearly impossible to make calls to 911 or any other local number.

* *Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the treatment of nerve agents was gathered from a variety of sources. For additional technical background on VX and other nerve agents the following references are suggested:*

- *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;
- *Medical Chemical and Biological Defense – Chemical* web site at http://mrmc-www.army.mil/chemdef.html, Department of the Army;
- *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996; and
- *Treatment of Chemical Agent Casualties and Conventional Military Chemical Injuries NATO FM 8-285* web site at http://www.nbc-med.org/fm8_285/about.htm, Departments of the Army, the Navy, and the Air Force, and Commandant, Marine Corps.

Scene III : The Immediate Threat Wanes

It is still *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The sun sets at *[appropriate time]*. The weather remains *[calm and cloudy]*. The temperature is currently *[forecasted end of day temperature in ° Fahrenheit]*. It is 8 p.m. (2000) *[Because the time is now evening, adjust background description to reflect past tense if the sun has already set.]*

The President issued a formal disaster declaration two hours ago and assigned lead responsibility to the U.S. EPA. The U.S. EPA Federal On-Scene Coordinator (FOSC) activates the Regional Response Team (RRT). The FOSC also requested all available Level A entry teams from across the nation be mobilized to the site of the incident. The initial wave of federal responders from outside the immediate area arrives.

Approximately 600 people are reported dead and another 200 suffer severe symptoms. Local hospitals exhaust their supplies of atropine and other antidotes. People continue to die, although the number of new victims, resulting from contact with contamination, appears to drop. Most patients now arriving at outside clinics have psychosomatic symptoms, attributable to hysteria. A temporary morgue is established in a local cold storage warehouse at the airport *[if a cold storage warehouse does not exist, check the local plan to determine where a temporary morgue would be established]*, because decontamination is required prior to releasing the bodies. The isolation and decontamination efforts appear effective. Storage of the deceased and their possessions, as well as the extensive personal possessions abandoned at the airport, is a challenge because everything must be decontaminated before released. Responders inventory the items to establish property accountability.

Laboratory analysis confirms the identification of the nerve agent VX, a persistent, oily toxic chemical that presents primarily a contact hazard. The indicated decontamination treatment involves washing all contaminated areas and equipment, including the terminal area(s) with massive amounts of water, detergent, and bleach. The decontamination crews work in Level A protective suits, significantly slowing the operation. According to initial estimates, complete decontamination may take weeks or even months.

Airport passenger facilities remain closed. Airport control towers were not contaminated, and all personnel and equipment are screened before entry. Several planes take off without passengers on board, in order to serve other routes. While large portions of the airport are believed uncontaminated, access routes to those areas are closed by response operations. Nearly half of the thousands of airport patrons have been removed by bus to a nearby evacuation area, after decontamination at the scene. Many report vague/inconsistent symptoms, not directly attributable to any known exposures.

The public's reaction to the situation is one of incredible horror. Media pictures showing rows of dead bodies surrounded by encapsulated responders are likened to a science-fiction horror movie. The public anxiety about going to any densely populated area or transportation hub spreads nationwide. Emergency security measures are enacted at airports nationwide, because it is not known if other areas are targeted. Travel reservations are canceled everywhere.

The President appears on national television, appealing to the public to remain calm. He

Scene III : The Immediate Threat Wanes

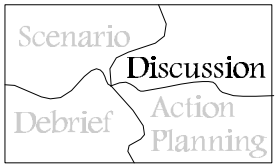
confirms the attack is a deliberate terrorist action and vows that the perpetrators will be punished – foreign or domestic. He praises the outpouring of aid offered from cities around the country. Extensive coverage and interviews of victims and distraught family members follow the President's appearance.

Of continuing concern is the number of taxis and other vehicles believed to have departed the airport area shortly after the incident, without decontamination. Several widely scattered deaths and afflictions are believed to be attributable to nerve agent carried out by persons, vehicles, and equipment from the airport area. VX remains persistent and toxic for several weeks, allowing the hazard of contamination to continue.

Military and cargo aircraft not using the passenger terminals are permitted to land and take off from the airport. The Pacific Strike Team from the U.S. Coast Guard (USCG) Base in Novato, CA, arrives with a 10-person Level A-equipped team to assist response officials. The DoD TEU and a large quantity of antidote medicines also arrive.

The FOSC and Unified Command has had great difficulty obtaining qualified HAZMAT Level A entry teams. Several commercial companies report that their employees refuse to work at the site, out of fear that entry suits will not protect them. At this point in time, the Fire Department HAZMAT Team and Army and National Strike Force personnel are the only teams that may be relied upon for entry duties.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

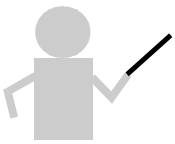
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the previous scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Public Affairs; Extended Operations; Transition Operations; and other topics such as Community and Business Recovery.

QUESTIONS – Scene III

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities and response concerns at this point? Do you need to revise your agency's strategy? What tactics are available to carry out this new strategy?**

   - *Using the results of action-planning sessions one and two, ask participants to develop a list of anticipated needs and concerns, as well as anticipated resource shortfalls.*
   - *At this point, participants should be concerned with integrating the State and federal response as a Disaster Field Office (DFO) is established and certain management responsibilities are shared.*
   - *Among the priorities that should also be considered:*
     - *Re-entry, restoration, and recovery, particularly in light of the federal government's assumption of many of the continuing response and mitigation management responsibilities; and*
     - *Continuing medical surveillance and general community health response.*

Additional Questions

What response concerns are based on resource shortfalls? How will you meet (or fill) these critical needs?

- *Resource shortfalls will include personnel, equipment and supplies. The review of the EOP should indicate what types of resources are available through immediate assets or mutual support at the start of the incident. At this point, most of the local assets will be exhausted or committed.*
- *Participants should list anticipated sources of resources by category. Expect some to point to State and federal sources.*

2. **How will you conduct extended response operations? Are local personnel and equipment resources adequate for the extended operations required?**

   - *The EOP should account for round-the-clock operations. Many jurisdictions plan to send a portion of the EOC staff home after the initial incident assessment reveals the*

need for extended operations. Determine who will be responsible for each function on multiple shifts.

- *Each agency will likely be overwhelmed. The real question is how much federal or National Guard support is needed.*

3. **Based on the information presented, what staffing levels do you foresee your agency contributing to the response effort over the next 24 hours? What problems do you anticipate?**

- *Discuss the staffing pattern for the management team. The length of shifts, number of personnel, etc. should be detailed in the EOP, but should be reviewed at this time. Review the staffing plan and ensure the staff is optimally utilized during active periods.*

4. **What are your procedures for integrating State and federal resources into your management organization?**

- *The EOP should outline the procedures for State and federal integration.*
- *State and federal assistance is supplementary to the local response and as the Disaster Field Office (DFO) is established the Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) will coordinate activities of the State and local governments, ARC, the Salvation Army, and other relief and disaster assistance organizations.*

Additional Questions

How will your agency coordinate its action with other agencies (federal, State and local) and public interest groups?

- *The FCO is the primary federal coordinating authority for consequence management; the FBI handles crisis management.*

With the arrival of State and federal assistance and the formation of a Joint Information Center (JIC), how will media inquiries be handled? Who in your jurisdiction is responsible for authoring media releases?

- *Media releases must be coordinated with the FBI, FEMA, and State and local authorities once the JIC has been established.*
- *The EOP should provide a detailed communications/public relations plan.*

5. **How do you anticipate disposing of large amounts of contaminated waste generated during the response and decontamination phases? How will these materials be safely transported? By whom? To what locations?**

- *The emergency operations plan should account for disposal of hazardous waste.*
- *VX is a persistent agent and in itself presents a continuing HAZMAT challenge, the decontaminants (bleach, caustics, etc.) used during decontamination operations present a continuing HAZMAT problem as well.*

6. **When will the response phase be over? When will the recovery (cleanup/ remediation) phase be over?**

- *The EOP should provide guidance on concurrent activity response and recovery.*
- *The recovery phase will continue until the recovery plan has been fully implemented and completed (remember, putting things back the way they were is not always the answer).*

7. **What continuing assessments should be enacted when the cleanup phase is complete? Who will make these determinations?**

- *Long-range health issues should be of some concern; though in the case of VS, these will most likely be psychosomatic cases. Care must be taken to ensure future reports of exposure are fully investigated. VX can last for several months and if decontamination was not adequately completed, subsequent exposure is possible.*

8. **What are the environmental concerns related to this incident?**

- *VX, due to its persistency, can present an environmental hazard that must be addressed. Even in small quantities it can effect the health of most creatures – birds, reptiles, amphibians, and mammals. As such, the complete removal or neutralization of VX is important. The emergency management team should address issues related to the use of hazardous materials during the clean up during this portion of the discussion.*
- *HAZMATs used during the response will continue to present hazards until neutralized.*

Additional Questions

What steps will be taken by your agency to ensure adequate sanitation measures throughout the affected area?

- *The local HAZMAT plan should identify sanitation procedures.*

What local requirements exist for re-entry to an evacuated area due to a HAZMAT incident?

- *The HAZMAT annex to the EOP should outline re-entry procedures.*
- *Following the use of chemical agents, the local emergency management team should consider the need for "safe certification." That is, having a "third party" lab verify the area as free from contamination.*

9. Within your jurisdiction, what psychological traumas may be anticipated? How will your agency deal with these traumas?

- *Many agencies have teams already designated to assist in such cases. In most instances, the teams will not have the capacity to handle the expected cases in an incident of this magnitude.*
- *Discuss the availability of crisis counseling. Also, refer participants to Section 416 of the Stafford Act.*

Additional Questions

How will your agency participate in death notification of civilians and your colleagues? Are personnel in your agency adequately trained in the process of death notification?

- *Death notification is always a difficult issue. The EOP should provide guidance to managers. However, at a minimum someone in the supervisory chain should be involved with the actual notification.*

10. What will you propose as a course of action to meet the resource shortfalls identified in this scenario?

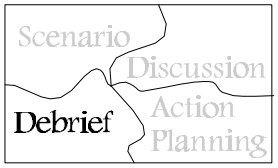
- *Let the group propose a course and record what they say. The jurisdiction can later address the adequacy or feasibility of the response. As instructors, we are not providing information on the solution to these needs.*

11. Are your jurisdiction's current plans, policies and procedures adequate for response to this phase of the incident? What steps will be necessary to upgrade these plans to an adequate level?

- *This question serves to wrap-up the day's discussions as well as the overall three-day session. The responses should serve as the basis for the summary to be presented at the conclusion of this activity.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with.

Debrief

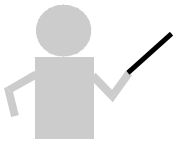


Purpose

This activity is designed to review the key concepts covered during the assessment of the recovery phase of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do**
Chemical terrorism causes little physical damage to property, therefore recovery will focus on decontamination of the facility and monitoring to ensure the facility is safe for public use. Analysis of the attack for the purpose of improving response capability is essential. After-action reports are good sources of information.	
You must become familiar with your State's roles and responsibilities in a WMD incident.	
The FBI is designated as lead agency for crisis management response to terrorist incidents by Presidential Directive. This Directive and other statutes give the FBI the lead role in law enforcement response throughout the investigation.	
WMD incidents can easily grow into long-duration events due to the complexities that are faced. The planning process is a critical element in preparing to deal with WMD incidents.	
Federal disaster assistance is made available through the Robert T. Stafford Disaster Relief and Emergency Act. Through this Act, aid is generally available on a 75/25 Federal-State/local match.	
Traditional disaster assistance programs can supplement a long-term recovery program, but do not replace the local government's responsibility.	
Deploying resources will be just one of your problems; another problem will be dealing with the overabundance of people who offer their services.	
You may encounter a situation of "no movement" because of too much help. Be aware that these issues exist, and plan accordingly.	

Wrap Up

Purpose

The wrap up should conclude day-three session and prepare for final action-planning phase.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Transition to Final Action-Planning Session.

Section 7 – Course Action-Planning Session

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Course Action-Planning Session

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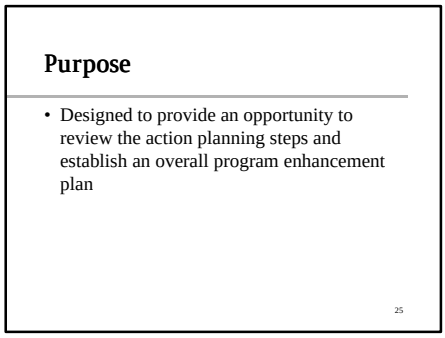
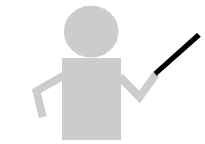


This session is designed to provide participants with an opportunity to review the action planning steps developed during the action planning sessions and establish an overall program enhancement plan.

Presentation

1. Use the 30 previously identified actions as the basis for this discussion and prioritization.
2. Develop in advance and provide as both student handouts and wall charts the twenty priority actions developed during the first two sessions.
3. Using facilitated discussion, review the 30 actions identified during the previous discussion sessions. Attempt to develop a group consensus using the "majority rules" method and create a list ranking these needed actions. (*Note:* In most jurisdictions the Chief Executive or elected official has veto/approval authority and opinions must consider this.)
4. Unlike the previous action planning sessions, do not attempt to sort the issues by program, training, or resources.
5. After the list has been ranked, review the assigned responsibilities with the group. If any one agency has an inequitable share of the actions, confirm with the group that that division of labor is appropriate.



Instructor Note

This list of actions and responsible parties forms the foundation of the activity report.

Use a round-robin discussion to ensure each member of the group participates in the prioritization.

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

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Summary and Conclusion

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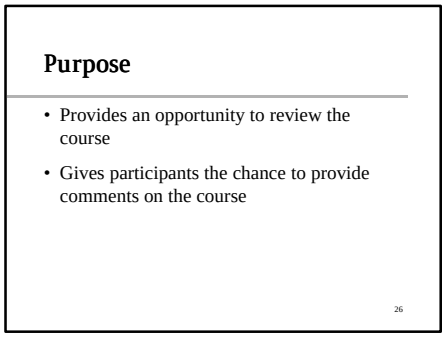
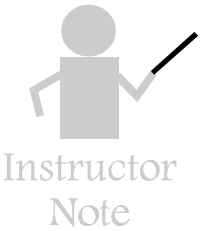


This session provides participants with the opportunity to review the course. This session also gives participants the opportunity to provide comments on the course.

Presentation

1. Provide concluding remarks on course/workshop. Provide highlights of lessons learned throughout the course.
2. Review objectives and outcomes of the course.
3. Stress the importance of implementing the action plan developed during the last lesson.
4. Provide time for the participants to complete the course evaluation tool found in the student manual.
5. Graduation – distribute certificates of completion/training.



Because class members will be ready to leave and return to their offices or home, keep the concluding lesson brief.

If participants seem willing to provide detailed comments, allow time. Don't put on any pressure, however.

Congratulate the participants on their performance and thank them for their efforts.

Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 9 – References

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Background Information on WMD Incidents

What is Terrorism?

For the purposes of this course, terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom.

What is Weapons of Mass Destruction Terrorism?

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Facts on Terrorism

- On February 29, 1993, a bombing in the parking garage of the World Trade Center in New York City resulted in the deaths of five people and injuries to thousands. The bomb left a crater 200 by 100 feet wide and five stories deep. The World Trade Center is the second largest building in the world and houses 100,000 workers and visitors each day.
- In the Centennial Olympic Park-Olympic Games Bombing in Atlanta, Georgia, in 1996, there were two deaths and 110 injuries.
- The Department of Defense (DoD) estimates that as many as 26 nations may possess chemical agents and/or weapons and an additional 12 may be seeking to develop them.
- In recent years, the largest number of terrorist strikes have occurred in the Western United States and Puerto Rico. Attacks in Puerto Rico accounted for about 60 percent of all terrorist incidents that occurred on United States territory between 1983 and 1991.
- The Central Intelligence Agency (CIA) reports that at least 10 countries are believed to possess or be conducting research on biological-agent weapons.
- In the United States, most terrorist incidents have involved small extremist groups who use terrorism to achieve a designated objective. Local, State, and Federal law enforcement officials monitor suspected terrorist groups and try to prevent or protect against a suspected attack.
- A terrorist attack can take several forms, depending on the technological means available to the terrorist, the nature of the political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used terrorist method in the United States. Other possibilities include an attack at transportation facilities, an attack against utilities or their public services or an incident involving chemical or biological events.

Background Information on WMD Incidents

Facts on Chemical Weapons

- Chemical agents are compounds that, through their chemical properties, cause lethal or damaging effects on people.
- Today, in addition to industrial chemicals, the most common chemical agents are those chemicals expressly selected and produced because of their ability to cause injury or incapacitation.
- Chemical warfare agents are generally classified into one of two broad categories: intended use and based on their physiological effects.
- The first category groups chemical agents based on their intended use, and includes:

  Lethal agents: Designed to kill or severely injure.

  Incapacitating agents. Designed to disable the victim for at least several hours.

  Harassing agents: Designed to force people to retreat and can result in serious medical complications.
- The second category groups chemical warfare agents based upon their physiological effects:

  Nerve agents (e.g., Sarin: absorbed through the skin or inhaled; in sufficient quantities may cause instant death)

  Blister agents (e.g., Mustard gas: results in death if exposure is significant; slight exposure causes severe burns and may result in secondary infections)

  Choking agents (e.g. Phosphene: damages tissues of the respiratory system and eyes if unprotected; heavy concentrations lead to serious medical conditions, secondary infections and even death).
- The lethality of the chemical warfare agents is dependent on the concentration of the agent and on the method of induction into the body.

Risks, Threats, and Characteristics of WMD-Terrorism Related Incidents

- Most local emergency management systems need enhanced capabilities to manage the threat or use of WMD. Issues which may not be commonly encountered include:
  - Identification of agent
  - Most appropriate means of protection (antidote)
  - Decontamination (victims, incident site, and environment)
  - Treatment modalities (initial and definitive)
  - Diverse collateral requirements (public safety, mental health, etc.)
  - Appropriate disposition of the deceased
- There may be no advance warning of the dissemination of the chemical weapon and the first indication may be when people start to collapse.
- Chemical agents move within the air. Ventilation systems in buildings or transportation facilities may help to speed up the dissemination of the chemical by carrying the agent far from the initial source.
- Chemical agents pose an immediate threat to life. Antidotes are available, but must be used within minutes of exposure. In many cases, further extensive medical emergency treatment is required, especially resuscitation.
- Chemicals, once disseminated, require decontamination, tying up resources and increasing media attention.
- A terrorist use of Weapons of Mass Destruction (WMD) is unique since it results in an unfamiliar hazardous material and mass casualty incident that is a Federal crime scene with other law enforcement interests.
- The public will panic because of the unknown situation or because of the terror associated with chemical agents.
- Local first responders are unlikely to be trained in responding to chemical WMD and will not always have the appropriate protective equipment. Because of lack of knowledge and awareness in treating such events, first responders may become victims themselves.
- The number of potential casualties and the extent of the areas involved can very quickly overwhelm the capabilities of any response organization.
- Rapid response time is required – you're talking about minutes and hours – not days.

Responding to a WMD Incident: Things You Should Know

- There is an increased concern about how to deal with the threats posed by weapons of mass destruction. A WMD incident challenges the confidence of emergency response personnel and the capacity of the health care system.
- Most local emergency management systems require an enhanced capability to manage a WMD threat. They require a capability for agent identification, personal protection, decontamination, and effective initial and definitive treatment modalities.
- Health systems for response to WMD require the following: agent identification, safe extraction and antidote administration; victim decontamination, triage and primary care; emergency medical transportation; local and regional definitive medical care; forward movement of victims for further care; appropriate disposition of the deceased; and decontamination of the incident site.
- Close cooperation with other emergency response groups, agencies, and individuals is essential; that is at the Federal level, interdepartmental, interagency; then a federal/State/local government cooperative effort; and then a public/private effort.
- Responding to criminal incidents involves many tasks and can become very complex. No one response agency can handle the breadth and depth of tasks that must be done.
- Teamwork and an appreciation for the roles of other responders are crucial to effective working relationships.
- Good working relationships will help increase the probability of successful safe operations for:
  - rescue and treatment of victims;
  - gathering of physical evidence;
  - restoration of uninterrupted utilities;
  - prosecution of perpetrator(s); and
  - continued relationships for the future.
- You must consider the political context in your community. Elected officials will experience anger and frustration from the public's feeling of helplessness.
- You must also plan for the unexpected. Key staff people may be out of town or unable to handle the pressure, or adverse weather may delay help.
- The public is likely to panic due to their unfamiliarity with the event. It is important to have accurate health-related information available. You don't want to risk the public's perception that you don't know what you are talking about. Remember the Midwest flood, "Cannot even tell us how long to boil water, how can we trust them on vaccination?".
- Rapid response is required to save lives. During chemical incidents, we aren't focused on the first 24 hours, things become more immediate – like the first 30 to 90 minutes.
- Remember, first responders are likely to have limited response with chemical agents.

Key Factors to Consider When Developing a WMD Terrorism Annex to the EOP

The following are some key factors that you should consider when developing your WMD Terrorism Annex.

Nature of the Hazard

Describe the chemical agents of primary concern, including information on chemical and physical properties of these agents that have a direct bearing on emergency planning and response – i.e., the agent's volatility; behavior in fires, and persistence in the environment; makeup, symptoms and characteristics; and the short-term and long-term effects.

Risk Area

Emergency response plans must reflect the fact that a chemical release will affect different areas in different ways and at different times. Areas near the point of release are likely to experience relatively high concentrations of agent very quickly, while areas farther away are likely to experience lower agent concentrations after a period of time. The plans should provide for the most rapid and effective protective actions possible. For locations farther away, but still possible within the risk zone of contamination by the hazard, plan for public protective actions, including the possibility of having time to evacuate the public in an orderly fashion. Also, plan for the possibility of sheltering populations who can not be evacuated in time. Consider consequence management plans for those not in the immediate area of the contaminant.

Response Actions – Things to Think About

Direction and Control

Who's In Charge? How will your agency's actions be coordinated with the actions of other agencies? What conflicts may be anticipated due to the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal, State, city, and local jurisdictions? What written policies provide guidance on these issues?

What will be the effect of a WMD incident on your integrated command structure? How will it change?

What support will you receive from other agencies?

Do you know who has coordination responsibilities for this effort? Where are these duties specified?

Emergency Operations (Evacuation and Sheltering)

What policies do you have in place regarding evacuation, specifically the following: (emergency powers, safe routes, assist the special populations (elderly, handicapped, special needs), security for evacuated properties?

What areas will you evacuate? How long do you think it will take?

Where will you send these evacuated people? What routes will you designate?

Who can order an evacuation?

Who will manage the traffic and designate traffic routes to prevent traffic congestion?

What plans and procedures do you have in place for temporary shelters? Do you know who is responsible for coordinating shelter arrangements? Do you have sufficient shelters pre-arranged for use?

Do you have areas designated for shelters?

Public's Needs

Do you have arrangements in place to meet the public's immediate needs for food and water?

The Medical Response Effort

The public will think they have been exposed – and may overload hospitals. In Japan, there were a reported 5,500 casualties (12 deaths, 17 critical patients, 37 severe, and 984 moderate, with another 4,000 casualties who seemingly had nothing wrong with them, but who reported to medical facilities). How are you going to handle the influx of people who have not been exposed – but think they have? You are going to have to deal with these people quickly – in order to find and deal with the people who have been exposed.

What about drug treatments? Will they only be available for use in a medical facility? Will you have access to the required antidotes? How will you get the vaccine quickly?

Resource Requirements (Equipment, Supplies)

- Respirators
- Chemical protective clothing and suits
- Gloves
- Boots
- Goggles

Response Actions – Things to Think About

- Face shields
- Hard hats
- Hoods
- Safety glasses
- Must be trained to use equipment and must be maintained
- All personal protective equipment (PPE) must be approved

Will you have adequate supplies for decontamination efforts?

What resource shortfalls do you anticipate? What specific assistance will you need from the State government?

Decontamination

Who will alert you if internal protective actions are required?

How will you be notified of contaminated or exposed patients?

What is the level of field decontamination that patients will receive?

What arrangements will you need to make for extensive decontamination at the scene?

How will you monitor the scene to control the spread of the contaminant? Do you have written procedures to address this?

How Prepared Are You and Your Agency to Deal with Recovery Issues?

Things to Think About

Resource Requirements (Equipment, Supplies, Personnel)

Do you have procedures in place to specify how extended operations should be conducted?

Do you have alternates to meet resource requirements when you experience a shortfall? Do you have these arrangements in writing?

What plans will you consult regarding ongoing staffing requirements?

Clean-up, Debris Disposal and Decontamination

Who is responsible for the disposal of contaminated clothing, articles, and dead bodies?

How will these materials be safely transported? Does your EOP/SOP specify waste diposal locations and identify who will do it?

Do you know if your locality and State has promulgated regulations regarding hazardous waste disposal?

Do you have mechanisms in place to quickly remove the contaminant so that businesses can reopen quickly?

Economic Recovery

Do you have plans in place to retain businesses during the recovery phase?

Mental and Physical Health

How will your agency deal with psychological traumas? Does your agency have arrangements or agreements with agencies to perform critical stress incident counseling? Do you know how to obtain federal assistance for this service?

Do you know what type of medical surveillance, if any, will be required?

Presidential Decision Directive 39 (PDD-39) Unclassified

U.S. POLICY ON COUNTERTERRORISM

1. General. Terrorism is both a threat to our national security as well as a criminal act. The Administration has stated that it is the policy of the United States to use all appropriate means to deter, defeat and respond to all terrorist attacks on our territory and resources, both people and facilities, wherever they occur. In support of these efforts, the United States will:

- Employ efforts to deter, preempt, apprehend and prosecute terrorists.
- Work closely with other governments to carry out our counterterrorism policy and combat terrorist threats against them.
- Identify sponsors of terrorists, isolate them, and ensure they pay for their actions.
- Make no concessions to terrorists.

2. Measures to Combat Terrorism. To ensure that the United States is prepared to combat terrorism in all its forms, a number of measures have been directed. These include reducing vulnerabilities to terrorism, deterring and responding to terrorist acts, and having capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including those of mass destruction.

a. Reduce Vulnerabilities. In order to reduce our vulnerabilities to terrorism. both at home and abroad, all department/agency heads have been directed to ensure that their personnel and facilities are fully protected against terrorism. Specific efforts that will be conducted to ensure our security against terrorist acts include the following:

- Review the vulnerability of government facilities and critical national infrastructure.
- Expand the program of counterterrorism.
- Reduce vulnerabilities affecting civilian personnel/facilities abroad and military personnel/facilities.
- Reduce vulnerabilities affecting U.S. airports, aircraft/passengers and shipping, and provide appropriate security measures for other modes of transportation.
- Exclude/deport persons who pose a terrorist threat. Prevent unlawful traffic in firearms and explosives, and protect the President and other officials against terrorist attack.
- Reduce U.S. vulnerabilities to international terrorism through intelligence collection/analysis, counterintelligence and covert action.

b. Deter. To deter terrorism, it is necessary to provide a clear public position that our policies will not be affected by terrorist acts and we will vigorously deal with terrorist/sponsors to reduce terrorist capabilities and support. In this regard, we must make it clear that we will not allow terrorism to succeed and that the pursuit arrest and prosecution of terrorists is of the highest priority. Our goals include the disruption of terrorist-sponsored activity including termination-of financial support, arrest and punishment of terrorists as criminals, application of U.S laws and new legislation to prevent terrorist groups from operating in the United States, and

application of extraterritorial statutes to counter acts of terrorism and apprehend terrorists outside of the United States. Return of terrorists overseas, who are wanted for violation of U.S. law, is of the highest priority and a central issue in bilateral relations with any State that harbors or assists them.

c. Respond. To respond to terrorism, we must have a rapid and decisive capability to protect Americans, defeat or arrest terrorists, respond against terrorist sponsors, and provide relief to the victims of terrorists. The goal during the immediate response phase of an incident is to terminate terrorist attacks so that the terrorists do not accomplish their objectives or maintain their freedom, while seeking to minimize damage and loss of life and provide emergency assistance. After an incident has occurred, a rapidly deployable interagency Emergency Support Team (EST) will provide required capabilities on scene: a Foreign Emergency Support Team (FEST) for foreign incidents and a Domestic Emergency Support Team (DEST) for domestic incidents. DEST membership will be limited to those agencies required to respond to the specific incident. Both teams will include elements for specific types of incidents such as nuclear, biological or chemical threats.

The Director, FEMA, will ensure that the Federal Response Plan is adequate for consequence management activities in response to terrorist attacks against large U.S. populations, including those where weapons of mass destruction are involved. FEMA will also ensure that State response plans and capabilities are adequate and tested. FEMA, supported by all Federal Response Plan signatories, will assume the Lead Agency role for consequence management in Washington, D.C. and on scene. If large-scale casualties and infrastructure damage occur, the President may appoint a Personal Representative for Consequence management as the on scene Federal authority during recovery. A roster of senior and former government officials willing to perform these functions will be created and the rostered individuals will be provided training and information necessary to allow them to be called upon on short notice.

Agencies will bear the costs of their participation in terrorist incidents and counterterrorist operations, unless otherwise directed.

d. NBC Consequence Management. The development of effective capabilities for preventing and managing the consequences of terrorist use of nuclear, biological or chemical (NBC) materials or weapons is of the highest priority. Terrorist acquisition of weapons of mass destruction is not acceptable and there is no higher priority than preventing the acquisition of such materials/weapons or removing this capability from terrorist groups. FEMA will review the Federal Response plan on an urgent basis, in coordination with supporting agencies, to determine its adequacy in responding to an NBC-related terrorist incident; identify and remedy any - shortfalls in stockpiles, capabilities or g; and report on the status of these efforts in 180 days.

Robert T. Stafford Disaster Assistance and Emergency Relief Act, Section 416

{§ 416}

§ 5183. Crisis counseling assistance and training

The President is authorized to provide professional counseling services, including financial assistance to State or local agencies or private mental health organizations to provide such services or training of disaster workers, to victims of major disasters in order to relieve mental health problems caused or aggravated by such major disaster or its aftermath.

ACRONYMS

ACOM	Atlantic Command
AEM	Area Emergency Manager
AID	Agency for International Development
AMC	Army Materiel Command
AMS	Atmospheric Monitoring System
ARAC	Atmospheric Release Advisory Capability
ATSDR	Agency for Toxic Substance and Disease Registry (PHS)
BSI	Base Support Installation
CAT	Crisis Action Team (DOMS)
CBRDT	Chemical/Biological Rapid Deployment Team
CDC	Center for Disease Control
CDRG	Catastrophic Disaster Response Group
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
$C^{O}M$	Consequence Management
$C^{R}M$	Crisis Management
CRTF	Commander, Response Task Force
DALO	Disaster Area Liaison Officer
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Team
DOE	Department of Energy
DOJ	Department of Justice
EAS	Emergency Alert System
ECC	Emergency Command Center
EICC	Emergency Information and Coordination Center
EMP	electromagnetic pulse
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EOD	Explosives Ordnance Detachment
EOT	Emergency Operations Team
EPA	Environmental Protection Agency
EPSP	Emergency Pharmaceutical Support Plan
ERAMS	Environmental Radiation Ambient Monitoring System
ERT	Emergency Response Team
ERT-A	Emergency Response Team-Advance Element
ERT-N	National Emergency Response Team
ESF	Emergency Support Function
EST	Emergency Support Team

ETA	Estimated Time of Arrival
FAST	Federal Agency Support Team
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FOSC	Federal On-Scene Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRMAC	Federal Radiological Monitoring and Assessment Center
FRP	Federal Response Plan
g	grams
GIS	Geographic Information System
HA	Hazards Assessment
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HIT	Hazardous Incident Team
HMT	Hazardous Materials Team
IC	Incident Commander
ICS/UC	Incident Command System/Unified Command
IND	Improvised Nuclear Device
IMA	Individual Mobilization Augmenter
IRR	Initial Response Resources
IRT	Incident Response Team
JCSE	Joint Communications Support Element
JIC	Joint Information Center
JNACC	Joint Nuclear Accident Coordination Center
JOC	Joint Operations Center
km	kilometer
kt	kiloton
LFA	Lead Federal Agency
LSC	Life Support Center
MACC	Multi-Agency Coordination Center
MATTS	Mobile Air Transportable Telecommunications System
MERRT	Medical Emergency Radiological Response Team
MERS	Mobile Emergency Response Support
MHC	Mobile Health Clinics
MKT	Mobile Kitchen Trailer
MOB Center	Mobilization Center
MOU	Memorandum of Understanding

MSA	Mine Safety Association
MSU	Management Support Unit
NAOC	National Airborne Operations Center
NASA	National Aeronautical and Space Administration
NBC	Nuclear, Biological, or Chemical
NCC	National Coordination Center
NCP	National Contingency Plan
NCR	National Capital Region
NDMS	National Disaster Medical System
NECC	National Emergency Coordination Center
NICT	National Incident Coordination Team
NIFC	National Interagency Fire Center
NMDS	National Disaster Medical System
NOK	next of kin
NRC	Nuclear Regulatory Commission
NRC	National Response Center
NRS	National Response System
NRT	National Response Team
NSC	National Security Council
OEMP	Office of Emergency Planning
OEP	Office of Emergency Preparedness
OSC	On-Scene Coordinator
OES	Office of Emergency Services
PHS	Public Health Service
PPE	Personal Protective Equipment
PSN	Public Switched Network
psi	pounds per square inch
Pu	Plutonium
RAP	Radiological Assistance Program
RDD	Radiological Dispersion Device
REAC/TS	Radiological Emergency Assistance Center/Training Site
RECC	Regional Emergency Communications Center
REM	Roentgen Equivalent Man
REOC	Regional Emergency Operations Center
RFA	Request for Assistance
RICT	Regional Incident Coordination Team
ROC	Regional Operations Center
RPM	Radiological Program Managers
RRC	Regional Response Center
RRT	Regional Response Team
RTF	Regional Task Force

SCO	State Coordinating Officer
SIOC	Strategic Information and Operations Center
SITREP	Situation Report
TERMM	Transportable Emergency Response Monitoring Module
TEU	Technical Escort Unit
TSP	Telecommunications Service Priority
U	Uranium
US&R	Urban Search and Rescue
USCG	United States Coast Guard
uCi/m2	microcuries per square meter
VA	Department of Veterans Affairs
VANTS	VA National Telecommunications System

DEFINITIONS

Access – Close physical proximity to a chemical agent, container or munitions, under circumstances that could provide an opportunity to acquire, release, tamper with, damage, or come in direct contact with the chemical agent.

Aerosol – A liquid or solid comprised of finely divided particles suspended in a gaseous medium. Examples of common aerosols are mist, fog, and smoke. Aerosols are not always visible.

Chemical Agent – A chemical compound used in military operations to kill, seriously injure or incapacitate persons through its chemical properties. Excluded are dilute solutions, riot control agents, chemical defoliants and herbicides, smoke, flame and incendiaries and industrial chemicals.

Chemical Event – A chemical event is either a Level I, Level II, or Level III emergency. (See definitions below.)

Chemical Event Response and Assistance (CERA) – Those actions taken to save life, preserve health and safety, secure chemical surety material, protect property, and help maintain public confidence in the ability of the Army to respond to a chemical event.

Chemical Event Site – The geographical location of the chemical event.

Cholinesterase – An enzyme which neutralizes the muscle stimulant acetylcholine, thereby allowing muscle tissue to relax.

Concentration – The amount of a chemical agent present in a given volume of air. Usually expressed in milligrams per cubic meter (mg/m3). Concentration is not the amount of vapor actually inhaled or absorbed by the individual.

Consequence Management (C^OM) – Involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses, and individuals.

Contamination – The deposit and/or absorption of chemical agents on and by structures, personnel, or objects.

Crisis Management (C^RM) – Involves measures to resolve the hostile situation, investigate, and prepare a criminal case for prosecution under Federal law.

Decontamination – The process of decreasing the amount of chemical agent on any person, object, or area by absorbing, destroying, ventilating, or removing chemical agents.

The various levels of decontamination are:

a. "X" – Used when the level of decon is unknown or the item is contaminated to the extent that vapor concentrations from the bagged item exceed the Surgeon General's limits or the Time Weighted Average (TWA).

b. "XXX" – 3x items have been surface decontaminated by locally approved procedures, bagged or contained, and appropriate tests or monitoring have verified that vapor concentrations equal or are less than the Surgeon General's limits.

c. "XXXXX" – Items that are 5x are clean and may be released from governmental control without precautions or restrictions. An approved method of achieving 5x level is subjecting items for a designated time at a sufficient temperature to completely destroy the agent.

d. "Clean-Conditional" – When situations are such that post-mortem investigations require testing at locations outside the installation, the item will be disassembled and exposed to moderately high temperatures long enough to decompose the agent to compounds of lesser toxicity. After the exposure to high temperatures, vapor concentration must not exceed the Surgeon General's limits for time weighted averages.

Dosage – The vapor concentration of an agent to which a man or animal is subjected, multiplied by the length of exposure. Vapor dosage is expressed as CT: That is, the product of C (concentration of agent in mg/m3) multiplied by T (time of exposure in minutes).

EXAMPLE: 200mg/m3 for 5 minutes would produce the same effects as 100mg/m3 for 10 minutes. Also, a liquid dosage is expressed as D in mg/kg of body weight, or mg/Man (70kg standard man).

Marshaling Area: An area used to store resources when the capability to provide transportation directly from the point of origin to the Mobilization Center into the affected area is restricted (e.g., locations like St. Thomas, Oahu, and Kauai).

Nerve Agent – A lethal agent which is absorbed into the body by breathing, by ingestion, or through the skin, and affects the relationship between nerve endings and muscle tissue causing injury or death.

Persistence – An expression of duration of effectiveness of a chemical agent.

Staging Area – The facility at the local jurisdictional level near the disaster site where personnel and equipment are assembled for immediate deployment to an operational site within the disaster area (local or State control AKA final staging area).

RESOURCES

For Chemical or Biological Response:

U.S. Army Technical Escort Unit
Chemical Biological Defense Command
Aberdeen Proving Ground, MD 21020
Phone: (410) 671-4383 during business hours (EST)
(410) 671-2773 after business hours, weekends, holidays

Note: The Technical Escort Unit (TEU) will provide a technical assessment to determine if the threat is credible. Requests for deployment of the Technical Escort Unit must be made by the FBI through the Director of Military Operations (DOMS).

For Chemical or Biological Equipment Training:

U.S. Army Chemical School
Contingency Support Detachment (Chemical Defense Training Facility)
Fort McClellan, AL
Phone: (205) 848-4615

Chemical Biological Counterterrorism Course

For Chemical Agent Medical Management information and training:

U.S. Army Medical Research Institute of Chemical Defense
Aberdeen Proving Ground, MD 21010

For Chemical Agent Material Safety Data Sheets

U.S. Army Edgewood Research, Development and Engineering Center

Centers for Disease Control Contact:
Emergency Response Coordination Group
4770 Buford Highway
Atlanta, GA 30341-3724
Phone: (770) 488-7100 – 24-hour phone line
Fax: (770) 488-7107

Weapons of Mass Destruction – Evaluation Form

Federal Emergency Management Agency
Emergency Management Institute

Directions: Your comments are an integral part of course design. Please assess the effectiveness of this training activity by answering the following questions.

Name _____
Title/Position _____
Agency/Organization _____
Jurisdiction (City, County, State) _____
Date of Course _____

1. Scenario Used
   (check one – if multiple scenarios are conducted, complete a separate evaluation form for each)

   ☐ Biological – Anthrax (persistent biological agent)

   ☐ Chemical – Sarin (non-persistent nerve agent)

   ☐ Chemical – VX (persistent nerve agent)

   ☐ Nuclear (improvised nuclear device)

   ☐ Radiological (radiological dispersion device)

2. What was the timeframe used for conducting the course?

   ☐ One day

   ☐ Three days

   ☐ Other: _____

3. Based on the facilitated discussion and action-planning session(s), identify the functional areas in your jurisdiction that require further planning, training or resources in emergency management and response with regard to a terrorist incident involving weapons of mass destruction. (Check all that apply.)

Planning	Training	Resources	
☐	☐	☐	Emergency Management Infrastructure
☐	☐	☐	Elected/Appointed Officials
☐	☐	☐	Fire Department
☐	☐	☐	Emergency Medical Services
☐	☐	☐	Law Enforcement
☐	☐	☐	Hazardous Materials Team
☐	☐	☐	Public Works
☐	☐	☐	Transportation
☐	☐	☐	Public Health and Safety
☐	☐	☐	Volunteer Organizations
☐	☐	☐	Neighboring Jurisdictions (mutual support)
☐	☐	☐	State Agencies within Jurisdiction
☐	☐	☐	Regional Federal Agencies
☐	☐	☐	Military Representatives within Jurisdiction
☐	☐	☐	Other (describe):

_____

_____

_____

_____

4. Based on the action-planning session, list the top three priorities for follow-up. Include the following information: the action and or task, what agency is responsible, point of contact, and the timeframe within which this action should be completed.

Item	Action	Responsible Agency	Point of Contact	Timeframe
1				
2				
3				

5. Having completed this course, do you have a better understanding of how to manage and respond to a WMD terrorism situation such as that described in the scenario? Why or why not?

_____

_____

_____

_____

_____

_____

_____

_____

6. Rate the following with regard to the course materials:

Rank the following according to this scale:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Content					
Was clear and well organized	5	4	3	2	1
Was relevant to course objectives	5	4	3	2	1
Activities were useful	5	4	3	2	1
Was technically accurate and current	5	4	3	2	1
The length of the course was appropriate	5	4	3	2	1
Course Materials					
Were well organized	5	4	3	2	1
Were helpful	5	4	3	2	1
Visuals were effective	5	4	3	2	1
Activities were challenging	5	4	3	2	1
Will be used in the field	5	4	3	2	1

7. How could the course be improved?

8. What were the strengths and weaknesses of the course?

Weapons of Mass Destruction

Biological — Anthrax Scenario

FEDERAL EMERGENCY MANAGEMENT AGENCY
EMERGENCY MANAGEMENT INSTITUTE

Acknowledgement

This exercise was developed by the Emergency Management Institute (EMI) in partnership with the Exercise Division of the Preparedness, Training and Exercises Directorate (PT&E).

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Section 1 – Overview of the Course

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Overview of the Course

Introduction

The President of the United States has, through the issuance of Presidential Decision Directive 39 (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local government's efforts to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a series of courses, consisting of three sessions, which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your jurisdiction's needs. This course involves a biological terrorism incident.

Purpose

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, biological terrorism.

Rationale

Protecting the citizens in a jurisdiction is the primary responsibility of local government officials. The ability to fulfill this responsibility depends on the skills and abilities of local governments to apply their emergency management concept of operations in a timely and proficient manner when a WMD incident occurs.

Objectives

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans, policies, procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional disaster and emergency management staff.
- Determine the adequacy of the jurisdiction's *resources* (e.g., personnel, material, and personal protective and other equipment) for response to and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

Prerequisites for the Course

The course is designed with the following assumptions about participation:

1. The city or county conducting the course has an emergency operations plan (EOP) and standard operation procedures (SOPs).
2. The participants know and understand their roles and responsibilities, as defined by their EOP, are trained in their areas of expertise, and know their jurisdiction.

Target Audience

The following is a list of recommended participants, but it is not all-inclusive.

Recommended Audience for the Course	
Core Recommended Audience • Chief Elected/Appointed Official • Fire Chief • Sheriff, Police Chief • Director, Emergency Services • Director, Public Works • Director, Public Health and Safety • Public Information Officer • Chief Financial Officer • Legal Counsel • Chief Medical Examiner/Coroner • Communications Director **Other Potential Participants** • Transportation Authority (Port Authority, Airport Authority, and/or Area Transportation Authority, etc.)* • Evacuation Coordinator* • Mass Care Coordinator* • Resource Manager	• Chief, Animal Care and Control Agency • Warning Coordinator • Coordinator of Volunteer Organizations • Director, Emergency Medical Service (EMS) • Director, Hazardous Materials Team (HMT)* • State and/or federal Representatives, as appropriate* • Area Military Representatives* • National Guard Representative • Department of Energy (DOE) Representative • Federal Bureau of Investigations (FBI) Representative* • Public Health Service Representative • Centers for Disease Control (CDC) Representative • Environmental Protection Agency (EPA) Representative • U.S. Coast Guard (USCG) Representative • Representatives of neighboring jurisdictions

* The target audience with an asterisk must be invited (if they are available).

Categories of Participants

The course has three categories of participants:

- ***Instructor(s)*** – the person or persons responsible for organizing the course, providing information to the participants before, during, and after the course, and conducting the actual course. The instructor should be skilled in facilitating meetings and have a general understanding of response requirements for WMD incidents. A skilled instructor who is knowledgeable of both the jurisdiction and WMD terrorism related issues would be ideally suited.

  The instructor must have the full support of the jurisdiction's chief administrative officer and be authorized to ask assistance from staff members in preparing for the course.

- ***Participants*** – those carrying out the prescribed course tasks. The participants should include 10 to 15 local government senior staff members. Members of local political bodies and citizen organizations may also be invited to participate at the discretion of the jurisdiction.

- ***Observers*** – persons invited to learn from the course by watching or provide additional resources or advice. Allowing non-participants to observe the course is an effective way to spread the benefit; however, it is optional. The instructor and the participating jurisdiction would make the decision. Observers could be other staff members from participating departments, staff members from non-participating departments, elected or appointed local officials, and jurisdictional representatives. Staff members from other nearby jurisdictions might also be invited. By including observers, a jurisdiction would be increasing the impact of the course as a learning tool.

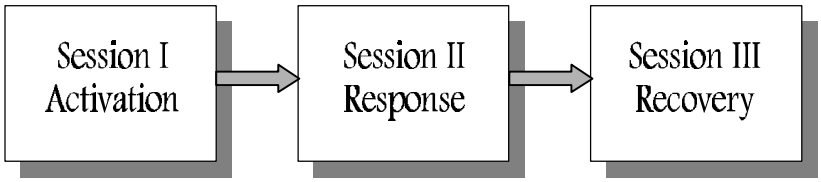
Overview of the Course

Experience demonstrates that preparing in advance improves performance when disaster strikes. This course provides you with an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically biological terrorism, so that you can take actions now to be better prepared should a real event occur.

This course simplifies, orders, and rationalizes events during a period of time characterized by incredible confusion and complexity, pressure to do everything at once, and intense emotions. However, each session does cover key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.

The course scenarios are not designed to reflect your jurisdiction's political context, though you should consider how major political issues influence your actions and decisions. This course does not cover the technical details of responding to a terrorist incident involving biological agents. Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover. A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course, mainly because it would take too long to adequately explain them. However, a list of resource materials that you can obtain for additional information is provided.

The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



Length and Schedule for the Course

This course is designed for completion over a three-day period, one-half day for each session, though it offers flexibility to jurisdictions. The following is a suggested content outline.

Content Outline
Day One (four to six hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Role of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Purpose of the Session
Objectives of the Session • Instructions • Scenario Background Information
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Day Two (four to six hours)
Session II: Response to the WMD Incident (Anthrax)
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Action-Planning Session Wrap Up
Day Three (four to six hours)
Session III: Recovery from Biological Terrorism Incident
Purpose of the Session Objectives of the Session • Instructions • Scenario Background Information Scenario Facilitated Discussion Debrief Wrap Up
Course Action-Planning Session
Summary and Conclusion

One-Day Plan

Jurisdictions have the option of conducting this course in a single day lasting between eight and ten hours. This option sacrifices much of the detailed validation and/or assessment of current plans and procedures and is not recommended. If this option is selected, the following is a suggested content outline for the course and includes a working level.

Content Outline
Single Day (eight to 10 hours)
Introduction
Welcome and Introductions
Review of Administrative Details
Course Purpose and Objectives • Purpose • Objectives • Roles of Participants • Expected Outcomes
Growing Risks and Threats of WMD Terrorism-Related Incidents • Definition of WMD Terrorism-Related Incidents • Characteristics of WMD Terrorism-Related Incidents • Risk and Threats of Exposure to WMD Terrorism-Related Incidents
Individual Needs Assessment
Session I: Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up

Session II: Response to the WMD Incident (Anthrax)
Introduction
Scenario
Facilitated Discussion
Transition and Wrap Up
Session III: Recovery from Biological Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Wrap Up of Scenario Discussions
Action-Planning Session
Summary and Conclusion

Section 2 – Conducting the Course

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Conducting the Course

Guidelines for Facilitating the Course

Instructor's Role

The key to an effective delivery is the instructor. The primary role of the instructor is as a facilitator, not as the fountain of all wisdom and the source of all knowledge. The goal is group discussion and participation.

Knowledge

To be effective, an instructor should be prepared with the following:

- An understanding of the course subject matter and the community
- A thorough understanding of emergency management and WMD issues
- Experience in developing, conducting, and participating in similar courses

Presentation Skills

Instruction is often identified with stand-up lectures. However, in this course the skills are learned through facilitation, rather than presentation. For this reason, "presentation skills," take on a greater dimension. These skills can include any of the facilitator skills.

Set the Stage

- Establish a relaxed atmosphere
- State purpose and objectives
- Explain ground rules
- Present the narrative

Leading a Discussion

A discussion format is effective when class members have experience in emergency management. Draw from the participants and be prepared to add examples and explanations from your experience. You will discover that many of the participants will have a wealth of experience, which is a learning source for other participants. Discussions will also reveal knowledge and experience gaps.

The success of a discussion can be measured by how closely two criteria are met:

- Participants' understanding of the concepts, and
- Active participation

Following these general guidelines will increase the success of the discussion:

- Ask open-ended questions
- Push past simplistic solutions and encourage thinking "out of the box"
- Record issues/comments
- Add examples and discussions from your own experience
- Model good listening and response skills

Using Questions Skillfully

A good discussion often grows out of good questioning techniques. The following are some tips:

- Spread your questions around the group
- To ensure that everybody thinks about a question, first direct your question to the whole group and then wait a minute before directing it to an individual.
- Ask challenging or stimulating questions
- Ask open-ended questions

Training Methods

This course is performance-based. The emphasis is less on telling and more on assisting participants to do. The assumption is that participants come with knowledge and experience from which they can draw. To make this course as practical as possible, relate the concepts to participant experiences and problems. Your role as an instructor is to help them apply their experience and knowledge.

Creativity and flexibility are key words in this course. The course requires adaptation to individual needs.

The following is a partial list of requirements to ensure the success of the course:

- Remember to mail the participant checklist to the participants three weeks prior to the class.
- Circulate the class roster and have the participants sign-in.
- To be successful, this course requires a minimum of two instructors.
- The lead instructor must be well versed with emergency management issues and know the jurisdiction and its issues well.
- The secondary instructor must be knowledgeable and well versed in WMD issues.

Responsibilities

Lead Instructor

Must have a deep understanding of the course content and must assume primary responsibility for:

- Modifying the course to meet the unique needs of the jurisdiction
- Serving as the lead facilitator
- Managing and organizing the course
- Maintaining an appropriate pace

Secondary Instructor

The secondary instructor serves as an additional trainer with a firm knowledge of WMD terrorism. The responsibilities include

- Facilitation
- Facility arrangement
- Arranging for special course needs: audio visual equipment and materials, flip charts, newsprint, markers
- Dealing with special needs of participants

Guidelines for Delivery of the Course

1. For participants, select high-level staff persons from 10 to 15 departments to form a small working group in which each participant can interact freely with all others. Invite additional staff members to observe. Refer to the table of suggested participants for guidance (in Section 1).
2. The success of the course depends on total concentration of all participants throughout the course. If possible, arrange to conduct the course away from the normal work place to reduce chances for interruption.
3. Find a room that will display computer-generated presentations, if you are using Powerpoint slides. The room should be equipped with an overhead projector and screen if you are using overheads.
4. The room should contain a large table that will accommodate 10 to 15 individuals and the resource materials such as the map. The walls should allow for taping of flipcharts or pushpins.
5. Let participants know that they must be on time for the course and that they should not have any interruptions due to phone calls or urgent meetings. (Responses to actual disasters or emergencies will, of course, take precedence over course activities.)

Guidelines for Conducting the Sessions

The following are general guidelines for conducting each session during the course; specific guidance is provided in the instructor's introduction to each session.

- The sessions are in rough chronological order, but in reality, many activities would be occurring simultaneously.
- Each scenario is a realistic depiction of a WMD biological incident and is designed to accurately stress local response capabilities for the purpose of determining the strengths and weaknesses in the jurisdiction's preparedness program.
- The participants examine a single scenario in three distinct sessions, each examining a different phase of the scenario.
- The instructor introduces each session by highlighting the details.
- Following the introduction by the instructor, each participant reviews the sessions from the point of view of his/her role and responsibilities in the preparation for, management of, and response to the WMD incident.
- Following the review of the information presented in each session, the participants participate in a facilitated discussion to explore the strengths and weaknesses of their plans, procedures, policies, training, and resources.
- All the tasks can be accomplished using the local emergency operations plan, emergency action checklists, and knowledge of local policies and procedures, as indicated.
- At the conclusion of each session, the instructor will debrief participants. The instructor will ask participants to evaluate their jurisdiction's emergency procedures and list positive and negative points. From this list, participants will have materials to enhance their emergency operations plans and action plans.

Course Materials

To conduct the course, you will need to assemble some readily available supplies and standard local documents. Use the following checklists to prepare course materials.

Instructor Workplan

An important aspect of facilitating this course is taking the time to ensure that you are adequately prepared for each phase of the course: before, during, and after. The instructor checklists include specific timelines for completion of tasks. It is strongly recommended that you adhere to these guidelines. You will find instructor checklists at the end of this section.

Participant Checklists

The Participant Checklists should be sent to participants prior to the course. They are included following the instructor workplan. A Participant Roster is included so that you may record attendance.

Course Material Requirements

Exercise: Use the following checklist in preparing for the course.

Training Facilities

- ❑ A meeting room large enough to accommodate participants
- ❑ A table large enough to comfortably seat the invited participants
- ❑ Tables for supplies
- ❑ Extra seating for guests or observers
- ❑ Refreshment table (optional)

Materials and Supplies

- ❑ Instructor Guide and Student Manual developed
- ❑ Copies of all participants' materials, one per person – except where noted. Have a few extras of all materials just in case visitors or participants are added to the course at the last minute. (Refer to the Training Materials Checklist)
- ❑ Copies of all the overheads to be used in the program, arranged in order of use

Equipment and Supplies

- ❑ Overhead projector
- ❑ Computer and screen display equipment (if using Powerpoint slides)
- ❑ Projection Screen
- ❑ Two flipcharts, easels and paper
- ❑ Felt-tipped markers
- ❑ Several rolls of masking tape
- ❑ Name tents
- ❑ Pens, pencils, and writing pads for participants

Documents

- ❑ Jurisdiction's Emergency Operations Plan
- ❑ Standard Operating Procedures
- ❑ Zoning maps
- ❑ Base Maps*

*One or more copies of a base map of the jurisdiction are essential. The map should be the largest scale (most detailed) available that can fit in the room that is to be used for the course. It should show major properties, highways and streets, major facilities, and if available, parcel boundaries. If the jurisdiction is geographically large, a table-top-sized map probably will not show individual parcels. You may want to include pocket-sized maps of the transit system for each participant's use.

Instructor Workplan

Before (six weeks)

Design Phase

Note: Customize the course as appropriate. For example, if there is no transit system in the jurisdiction, adjust the scenario accordingly.

Week One – _____

- ❑ Review objectives of course.
- ❑ Identify and coordinate with local jurisdiction and State points of contact to establish liason.
- ❑ Determine composition of scenario development and conduct teams and assign responsibilities.
- ❑ Identify special local issues for discussion, if any exist. (Example: if responders from different agencies or departments do not have compatible communication systems, include the topic in the facilitated discussion.)
- ❑ Determine format and method of assessment to be used; e.g., report, presentation, etc.
- ❑ Develop detailed milestones for completion; i.e., enter dates on this workplan.

Development Phase

Week Two – _____

- ❑ Review instructor materials and research scenario specific information.
- ❑ Coordinate with local jurisdiction and/or State points of contact to receive copies of local plans, maps, procedures, etc.
- ❑ Coordinate with local point of contact to finalize the date, time, and location of WMD course.
- ❑ Confirm target audience (participants) for course and issue invitations/notifications.

Week Three – _____

- ❑ Review local information and materials, such as EOP, SOPs, maps, etc. (If there are glaring omissions in the EOP or SOPs, be prepared to include the topics in the facilitated discussion.)
- ❑ Develop list of site/location specific information necessary to complete the scenario.
- ❑ Draft agenda for course.
- ❑ Begin content development/scenario revision.
  - – Look for items that appear in *italicized brackets [ ]* within the scenario – these items should be changed so as to be site-specific.
- ❑ Coordinate with State training officer to develop a graphic depiction of the scenario if possible.
- ❑ Send a letter specifying prerequisites for the course, the agenda and draft, and *Participants' Checklist: Before the Course* (included at end of this section).

Instructor Workplan
Before (six weeks)

Week Four – _____

- ❑ Complete and review first draft of scenario.
- ❑ Review scenario based on team components/participants.
- ❑ Determine what additional facilitation aids will be required and begin development of materials.

Week Five – _____

- ❑ Finalize scenario.
- ❑ Review participant and instructor materials.
- ❑ Confirm number of participants and arrange for duplication/production of participant materials – sufficient numbers of binders are needed to provide one per participant.
- ❑ Request biographic summaries on each participant.

Week Six – _____

- ❑ Final review and approval of scenario, participant and instructor materials and other materials.
- ❑ Dry run for conduct.
- ❑ Assemble scenario packages for participants and instructors. Binders should include the following:
  - Binder cover page
  - Inside cover page
  - Agenda
  - Introduction
  - Objectives
  - Ground rules and tips for participants
  - Personal needs matrix
  - Session background and scenarios (these should be sealed – cover page, scenario info – plus any graphics as deemed appropriate and obtained from State or local points of contact, and questions).
  - Action-Planning Questions
  - Action-Planning Matrices
- ❑ Review biographic summary of each participant.

Instructor Workplan
During (one week)

Conduct Phase

Week Seven – _____

Days of Conduct

- ❑ Conduct the course.
- ❑ Evaluate performance and assess training value.
- ❑ Conduct action-planning sessions and "hotwash" debriefing sessions with participants and instructors.
- ❑ Distribute and collect participant evaluation form.

Week Seven – _____

Day after Conduct

- ❑ Debrief among instructors and evaluators.
- ❑ Assess design, development, conduct, and evaluation process.

Instructor Workplan
After (three weeks)

Evaluation Phase

Week Eight – _____

- ❑ Review participant comments
- ❑ Develop outline and begin drafting evaluation for report or presentation purposes.
- ❑ Formulate recommendations for modifications to policy, program, plan or procedures.
- ❑ Incorporate results of action planning session into course report.
- ❑ Complete draft of report/presentation.

Week Nine – _____

- ❑ Review evaluation report/presentation among instructors, evaluators, and state and local points of contact.

Week Ten – _____

- ❑ Incorporate comments as appropriate and revise final version.
- ❑ Present findings to appropriate managers and personnel.

Participants' Checklist

Instructions: Please use the following checklist and mark each item as you complete the task.

Before

- ❑ Locate and review a copy of your jurisdiction's Emergency Operations Plan (EOP).
- ❑ Be knowledgeable about the following Annexes (or their equivalent) in the EOP: Direction and Control, Activation and Notification, Public Warning and Public Information, Communications, Evacuations, Sheltering, Incident Command System (if used in your jurisdiction), Resource Management, Health and Medical, and Intergovernmental and Intragovernmental Liaisons.
- ❑ Locate and review a copy of your jurisdiction's Standard Operating Procedures (SOP) for emergencies, and policies and procedures related specifically to emergencies.
- ❑ Locate and review a copy of your roles and responsibilities during an emergency.
- ❑ If possible, bring a copy of relevant SOPs, and if available, the EOP to the course.
- ❑ Determine if your jurisdiction has a WMD or Terrorism Annex (if you do, bring it to the course).

During

- ❑ Participate fully in the course activities.
- ❑ Use this time to plan how you will work with your jurisdiction to improve your capability to respond effectively to a WMD incident.
- ❑ Respect your peers' opinions.
- ❑ Listen with an open mind.
- ❑ Don't monopolize the conversations.

After

- ❑ Use Action-Planning guides, worksheets, and checklists to initiate planning actions when you're back on the job.
- ❑ Assess your progress in meeting your projected tasks and actions in three and six month intervals.
- ❑ Review your EOP and SOPs at least annually to ensure their currency.
- ❑ Complete any evaluation or after-action reports that are required by your jurisdiction.

Participant Roster

Instructor (s):

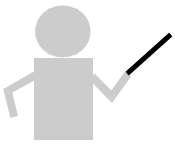
Date:

Time:

Location:

Participant Name	Department/Jurisdiction/Position
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	
13.	
14.	
15.	
OTHER ATTENDEES:	

Emergency Action and EOP Assessment Checklists



Instructor Note

Use the following checklist as a tool during the review of the local EOP.

The blank rows are provided to allow additional analysis and highlight any special innovations contained in the local EOP.

This checklist will provide you a basis for learning about the EOP, SOPs and other documents.

Provide a copy of this checklist (without your notes) to the participants during the final Action Planning Phase.

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Direction and Control			
Describes the command structure, specifying who will be in charge during emergency response operations.			
Specifies the authorities and limitations of key personnel.			
Identifies roles and responsibilities for key personnel during the initial stages of the WMD threat.			
Includes provisions for coordinating and communicating among all jurisdictions and agencies.			
Hazard Assessment			
Contains a hazard vulnerability assessment that looks into WMD incidents, including impact, risk areas, evacuation routes, response efforts, etc.			
Considers special needs for such an event, such as personal protective equipment and need for rapid response.			
References procedures for detection, monitoring, and sampling of WMD agents or materials.			
Notification and Activation			
Includes a formalized procedure for notifying key personnel through a current alert list, notification table, or cascade notification system.			
Specifies procedures for notification of key personnel of the threat.			
Includes current telephone numbers for key personnel.			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Identifies special requirements or recommended notifications to State and or federal officials when dealing with a WMD incident.			
Specifies procedures for activation of the EOC.			
Communication Systems (External and Internal)			
Specifies requirements for a backup system and monitors its implementation.			
Clearly defined reporting procedures and mechanisms for communicating across all agencies and for inter/intra jurisdictional communication.			
Warning and Emergency Public Notification			
Includes written procedures for keeping key personnel's family members apprised of the situation and the status of their immediate family.			
Policy that states how information will be communicated to the public – when it has to be relayed immediately.			
Describes sources for disseminating public information (Emergency Alert System (EAS), television stations, radio stations, cable outlets, newspapers, etc.). Source listing includes telephone numbers.			
Describes back-up sources for disseminating information (vehicle-mounted public address systems, door-to-door, etc.).			
Describes resources for disseminating information to those with language barriers or disabilities (sight, hearing, etc.).			
Supplementation of the EAS (as appropriate).			

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Includes instructions on who should activate the emergency public information organization, notification procedures, and where personnel should report.			
Provides roles and responsibilities of the emergency management team and specifies the actions that should be taken.			
Has prewritten messages for the public in dealing with an unknown biological hazard.			
Authorities			
Indicates who has authority to open the EOC, declare an emergency, etc.			
Includes lines of succession in case an individual is out of town or dies.			
Immediate Actions			
Includes evacuation and/or sheltering procedures and procedure for determining the appropriate protective action.			
References procedures for first response medical response, e.g., self-aid, buddy-aid, and initial treatment in a contaminated environment.			
Includes protective action implementation procedures for special populations and facilities.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Communication Systems			
Specifies methods for communicating between the EOC, field forces, control centers of emergency operations, radio/TV stations, hospitals, ambulance dispatch centers, adjacent jurisdictions and military installations, State EOC, etc.			
Has plans for augmentation of local capability by higher levels of government.			
Clearly specifies requirements for a backup telecommunications system.			
Identifies support groups for providing communications (Amateur Radio Emergency System (ARES), citizens band groups, taxi and transit companies, etc.).			
Identifies the type of equipment required for backup support and resources for obtaining it.			
Resource Management			
Describes the roles and responsibilities of those involved with resource management.			
Personnel and Equipment Resources			
Includes provisions for obtaining special protective gear and special medical supplies such as antidotes.			
Includes procedures for requesting assistance (be specific) and prioritizing needs.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Provides guidance on how the jurisdiction should deal with media convergence.			
Provides guidance on obtaining credentials for media representatives and for coordinating with law enforcement regarding access to the scene.			
Includes a resource listing of sources that can provide accurate and timely information on a biological agent and the required protective actions.			
Provides guidance on how the core emergency management team staff will be augmented to handle a surge in the public's and media's demands for information.			
Authorities			
Specifies appropriate authorities as applicable to particular functions.			
Authorities specify types of emergency powers available and who has authority to enact them.			
Actions			
Includes rescue operation procedures.			
References medical facility plans or jurisdictional disaster health plan which addresses adequacy of facility and personnel, handling contaminated persons, a casualty-tracking system, handling contaminated human remains.			
Includes procedures for management of field response, including emergency worker exposure control, emergency worker decontamination, security and			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	**Adequate**	**Inadequate**	**Missing**
accountability, and supply/re-supply of WMD-unique materials.			
Includes procedures for continuing WMD hazard assessment.			
Includes procedures for traffic and access control.			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
Public Affairs			
Includes provisions for keeping families notified about the status of their loved ones.			
Specifies provisions for setting up a joint information center.			
Security and Control Issues			
Includes procedures for general security and property protection issues – martial law, use of National Guard, looters and gangs, etc.			
Personnel and Equipment Resources			
Includes a resource listing (database, SOP, or attachment to SOP) that identifies resources for personnel, communications equipment, vehicles, decontamination materials, potable water.			
Specifies procedures for financial (record keeping) and legal accountability.			
Includes procedures for distributing resources (goods and services).			
Includes rules and regulations regarding emergency procurement procedures.			
Provides directions for support facilities such as staging areas, warehouse and distribution centers, and mobilization centers.			
Applicable annexes specify procedures for obtaining augmentation personnel, including evidence of credential requirements, where needed.			
Includes procedures for requesting mutual aid teams from neighboring jurisdictions, from State sources,			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
such as the State Guard, and from Federal sources, such as the military, Centers for Disease Control, and the National Disaster Medical System.			
Requests assistance according to the EOP and uses proper protocol			
Includes specifications about what to do with excess resources (during recovery).			
Includes provisions for 24-hour operations.			
Other Resources			
Includes specifications about how to manage volunteers and addresses liability issues concerning their use.			
Includes provisions for what to do with donations and how to manage them.			
Agreements			
Includes mutual aid agreements and/or intergovernmental agreements for the following: mortuary services, medical response teams, resources.			
Authorities			
Includes a reference to the Stafford Act and the authorities it conveys, including reporting structures and management of operations.			
Authorities provide for access to, use of, and			

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	**Adequate**	**Inadequate**	**Missing**
reimbursement for private sector resources in an emergency, and for emergency procurement procedures.			
Re-entry			
Includes procedures for certifying an area safe for evacuees to return to their homes or businesses.			
Restoration			
Includes guidance on developing a recovery/restoration plan to restore economic, political, and jurisdictional viability to areas impacted by WMD effects.			

Section 3 – Introduction to the Course

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Introduction to the Course

Purpose

The course introduction provides you with a sense of the structure of the course, what you will gain from participation, and your role in the course. This section also provides background information pertaining to WMD terrorism events.

Objectives

During this section, you will accomplish the following objectives:

1. Meet your fellow participants.
2. Become acquainted with the purpose and objectives of the course.
3. Learn expected outcomes from course participation.
4. Learn your role as a course participant.
5. Review course material requirements.
6. Learn the definition, characteristics, and risks, threats and exposure of WMD terrorism-related incidents.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Introduction to the Course
Welcome and Introduction
Review of Administrative Details
Icebreaker
Background
Overview of the Course
A. Purpose
B. Objectives
C. Expected Outcomes
D. Role of Participants
E. Course Materials
F. Growing Risks and Threats of WMD Terrorism-Related Incidents
Individual Needs Assessment

Welcome and Introduction

Welcome the participants. Give the title of the course, its length, information on breaks. Briefly introduce yourself.

Review of Administrative Details

Announce pertinent administrative details such as the location of restrooms, how to get messages, etc. Emphasize that phone calls are discouraged.

Icebreaker

It is assumed that participants are acquainted with each other. In order for you to become acquainted with the participants, have them introduce themselves. Name tents should be used to assist the facilitation process.

Background

The President of the United States has, through the issuance of Presidential Decision Directive (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local governments to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

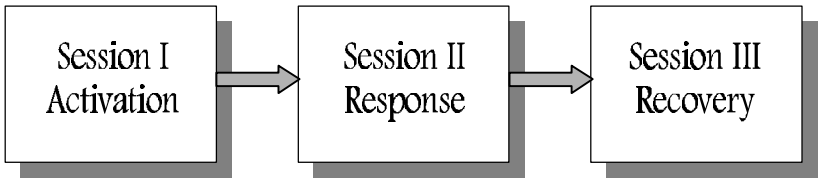
As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a course consisting of three sessions, each of which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your community's needs. This course involves a terrorist biological incident.

Main Points:

- Through PDD-39, the President has assigned FEMA lead federal agency responsibility for consequence management of terrorism.
- FEMA must ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested.
- Priority is placed on assisting State and local governments in developing effective capabilities for reducing and managing the consequences of the terrorist use of weapons of mass destruction.
- EMI has developed three sessions designed to help analyze, discuss, and identify community needs.

Overview of the Course

- This course provides an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically biological terrorism, so that you can take actions now to be better prepared should a real event occur.
- This course simplifies, orders, and rationalizes events during a period of time characterized by confusion and complexity, pressure to do everything at once, and intense emotions.
- Each session covers key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.
- There are several areas that this course does not address because its scope does not include these issues. These include:
  - Course scenarios are not designed to reflect your community's political context, though you should consider how political issues influence your actions and decisions
  - The course does not cover the technical details of responding to a terrorist incident involving a biological weapon.
  - Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover.
  - A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course.
- The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



A. Purpose

Purpose

Improve local government's ability to prepare for, manage, and respond to a mass-casualty biological terrorism incident

1

Show visual as you explain the purpose of this course.

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, biological terrorism.

B. Objectives

Objectives

At the conclusion of this course, you should be able to:

- Exercise greater leadership in preparing for and managing response to WMD terrorism
- Analyze plans, policies, procedures, and other preparedness elements currently in place

2

Objectives (con.)

- Determine the adequacy of jurisdictional emergency management staff training
- Determine the adequacy of the jurisdiction's resources
- Identify coordination requirements among local, State, and federal governments for response to WMD incidents

3

Show visuals as you review the objectives of the course.

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans*, *policies*, *procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional emergency management staff.
- Determine the adequacy of the community's *resources* (e.g., personnel, material, and personal protective equipment) for response and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

C. Expected Outcomes

Expected Outcomes

- Action plans that identify tasks, problems, issues
- Strengths and weaknesses of EOP, SOPs, policies
- Checklist that identifies EOP areas for improvement
- List of resource requirements and shortfalls

4

Show visual as you discuss the expected outcomes of the course.

At the end of this course you should have the following information to take back to your office and agency to begin the planning required for a successful response effort:

- Action plans that identify specific tasks, problems, and issues that need attention;
- Strengths and weaknesses of your existing EOP, SOPs, and policies;
- A checklist that identifies the areas of your EOP that require updating or more information; and
- Listing of resource requirements and shortfalls.

This course is not a success unless you go back to your office and follow-through. These tools are designed to put you on the right track.

D. Role of Participants

Role of Participants

- Participate fully
- Assume your normal responsibilities and duties that you perform in an emergency
- Be open-minded and flexible
- Be proactive in your actions
- Suspend judgment

5

Show visual as you review the role of the participants.

You have the following role in these activities.

- Participate fully.
- Assume your normal responsibilities and duties that you perform in an emergency.
- Be open-minded and flexible.
- Be proactive in your actions.
- Suspend judgment.

E. Course Materials

Course Materials

The student manual contains:
- instructions
- scenario information
- checklists
- references
- glossary

6

Show visual as you go over the course materials requirements.

The student manual is your primary source of information. It is designed as a workbook to use during the course. It includes all the instructions, scenario information, worksheets, references, and glossary. You are encouraged to follow along and take notes.

F. Growing Risks and Threats of WMD Terrorism-Related Incidents

Definition of WMD Terrorism-Related Incidents

Definition

WMD Terrorism-Related Incidents:

Use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists

7

Show visual as you define the WMD terrorism-related incidents.

Definition of WMD Terrorism-Related Incidents:

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Characteristics of WMD Terrorism-Related Incidents

Characteristics

WMD Terrorism-Related Incidents:
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy and kill

8

Show visual as you talk about characteristics of WMD terrorism-related incidents.

Characteristics of WMD Terrorism-Related Incidents:

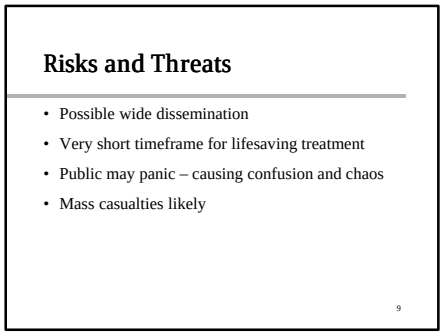
- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy, and kill

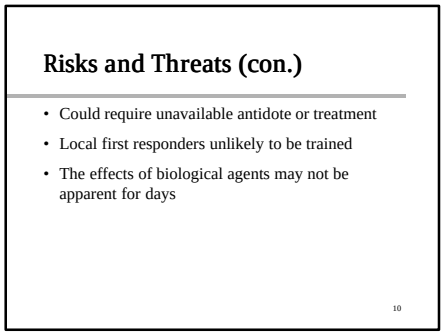
A terrorist attack can take many forms, depending on the technological means available to the public, the nature of the

political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used method of attack.

Terrorism-related incidents are designed to maim, destroy, and kill with the hope of getting extensive media coverage and instilling fear and panic in the public. These incidents often occur without warning and the agent of destruction is often unknown. This poses problems for first responders in dealing with the incident. Terrorist-related incidents become crime scenes and pose a new problem – that of preserving and collecting evidence. These incidents require rapid response time and can result in similar events occurring shortly after the first event.

Risks, Threats, and Exposure of WMD Terrorism-Related Incidents





Show visuals as you discuss the risks, threats, and exposure of WMD incidents.

Risks and Threats:

- Possible wide dissemination of effects
- Very short timeframe for lifesaving treatment
- Public will panic – causing confusion and chaos
- Mass casualties likely
- Could require unavailable antidote or treatment
- Local first responders unlikely to be trained
- The effects of biological agents may not be apparent for days

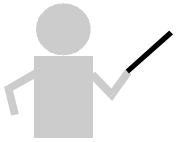
WMD incidents pose numerous threats and risks for the public, law enforcement officials, first responders, and all others affected by the incident. Because there are many unknowns involved in these events, most local emergency management systems are not equipped to handle them. In the case of biological weapons, first responders may not recognize the agent or know its effects. Thus, they may not be adequately protected and may become victims themselves.

Some chemical agents can spread quickly through the air, ventilation systems, and vapors, thus potentially affecting a large

number of individuals. With most chemical weapons, there is a need for decontamination, which often drains resources. In other situations, an antidote or other treatment may be needed in a short timeframe (minutes), resulting in more fatalities if it is not available or in insufficient quantity.

These are just some of the risks and threats posed from WMD. Each WMD will cause different effects. This course should help you to begin thinking about the implications of such an event for your agency and jurisdiction.

Individual Needs Assessment



Instructor Note

As you begin the course, provide participants with the following worksheet (one copy for each session – if conducted over a three day period). Participants may use the sheet to record issues to be resolved or actions to be taken following this course. The worksheet is most helpful to provide needed details when the final action-planning phase begins.

Encourage participants to remove this sheet from their binders and use throughout the course as a note-taking device.

Transition to the first session: Activation and Assessment of the WMD Incident (Unknown Biological Agent).

Individual Needs Assessment

Instructions: Use this worksheet to record issues to be resolved or actions to be taken following this course.

Clarification Points	Planning/Procedure Needs

Training Needs	Resource Needs

Section 4 – Session I

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Session I – Day One

Notification, Activation and Assessment of the WMD Incident (Unidentified Agent)

Purpose

Purpose

- Helps you focus on the immediate concerns following a WMD incident
- Focuses on issues you will face in discovery, activation, notification and assessment

11

The first session of this course provides an opportunity to focus on immediate concerns following the report of an unknown biological WMD incident. It deals with the issues you will face during the discovery, activation, notification, and assessment phases. It addresses the jurisdiction's emergency management team and their role in managing the response activities at the incident site.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Determine adequacies of authorities for dealing with the incident
- Assess the overall validity of the jurisdiction's EOP
- Assess direction and control procedures

12

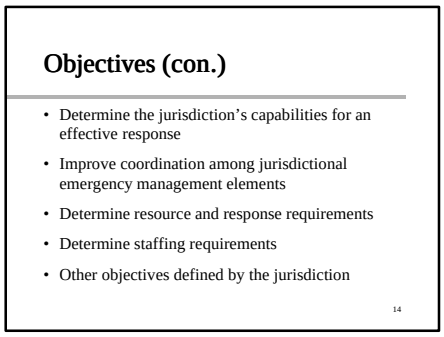
Objectives (con.)

- Assess communication systems
- Assess notification and activation procedures
- Assess warning and emergency public information procedures
- Assess procedures for hazard assessment

13

Upon completion of this session, you will be able to:

1. Determine the adequacies of authorities in dealing with the incident, including whether there are specifications for lines of succession.
2. Assess the overall validity of the jurisdiction's Emergency Operations Plan (EOP), Standard Operating Procedures (SOPs), and other documents for dealing with the incident.
3. Assess direction and control procedures.
4. Assess communication systems.
5. Assess notification and activation procedures.
6. Assess warning and emergency public information procedures.
7. Assess procedures for hazard assessment.



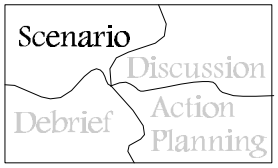
8. Determine the jurisdiction's capabilities for an effective response.
9. Improve coordination among jurisdictional emergency management elements.
10. Determine resource and response requirements.
11. Determine staffing requirements.
12. Other objectives (as developed by the jurisdiction).

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

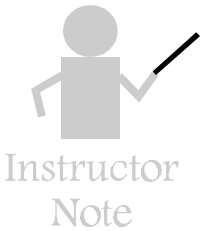
Notification, Activation and Assessment of the WMD Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The WMD Event Occurs

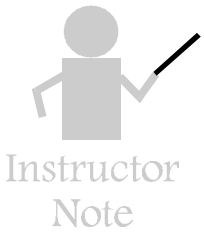
- Elderly woman collapses at airport – others become ill
- By the following morning, the illness has reached epidemic proportions
- Centers for Disease Control (CDC) is called in
- By day three, a biological weapons agent is suspected

15

Over the course of three days, a calamitous situation develops. Starting with an elderly woman collapsing at the airport, thousands of people in the area have died or become sick with a similar illness. Testing reveals that a biological weapon may be the cause. With a situation like this, you've got a lot of issues to attend to. Do you know where to start and what to do?

Scene I – The WMD Event Occurs

- An elderly woman collapses at the airport, several passengers also become ill
- By the following morning, the illness has reached epidemic levels
- The Centers for Disease Control (CDC) is called in
- By the third day, a biological weapons agent is suspected



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This biological WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a biological terrorism incident and does not represent an actual event.

For this and subsequent scenes the onset of some symptoms has been accelerated in order to allow discussion of critical response issues. (There have, however, been reports from the Armed Forces Medical Intelligence Command (AFMIC) that indicate that near the source of an Anthrax attack, some deaths could occur quickly due to the initial overwhelming shock to the system of some victims.)

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

Instructor's Background Information on the Incident – Scene I

This biological WMD terrorism scenario portrays an incident which local response groups and agencies can use to evaluate their coordination and response capabilities. They may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a biological terrorism incident and does not represent an actual event.

This scenario takes place in *[name of city], [name of State]. [Briefly describe the airport at which this incident occurs.]*

In this scenario, a terrorist obtains four aerosol containers (emitting particles one to five microns in size); each filled with 25 grams of freeze-dried genetically altered Anthrax spores. The aerosol containers are placed in airducts near baggage claim and ticketing areas within the airport.

Anthrax is a biological agent that enters the body through inhalation. Anthrax exposure can also occur via dermal exposure (although this is not likely in this scenario), especially through open wounds and sores. Anthrax is a persistent agent, capable of surviving one-to-two years in direct sunlight or decades if protected from direct sunlight. (Ancient Egyptians used Anthrax spores when closing off tombs. Workers blew spores through straws into the completed buildings; looters breaking into the tombs were exposed and subsequently died.)

Exposure effects normally appear within two-to-three days. Initial symptoms of Anthrax exposure are low-grade fever and aches and pains, resembling the early stages of the flu. The illness progresses over two-to-three days with the sudden development of severe respiratory distress, followed by shock and death within 24-36 hours in essentially all untreated cases. In most cases, if a victim exhibits symptoms, they do not survive.

There is normally no event to indicate the initial release of Anthrax. In this scenario, people standing in close proximity to one of the airducts where Anthrax is released suffer immediate symptoms and are brought to local hospitals.* Anthrax contamination is not immediately diagnosed. Indications of infection at its early stages can be confused with a wide variety of viral, bacterial, and fungal infections.

Anthrax is not part of the routine screens performed by hospitals. It is also difficult to detect through routine blood testing and cultures. Once a biological agent or Anthrax is suspected, Anthrax is easy to detect through more specific testing. Several tests specifically test for Anthrax exposure. Most of these require cultures, which can take in excess of 24 hours before obtaining results.

In this scenario it is not apparent that a biological agent was used. No terrorist organization called in a threat or claimed responsibility for the act. In fact, it is not until scene II that terrorism emerges as the cause of this incident.

The medics responding to the people in the airport do not suspect a terrorist attack and do not wear personal protective equipment (PPE). Responders to the false fire alarm at the high school also do not wear PPE and are exposed to the agent. The Anthrax contaminates the

Instructor's Background Information on the Incident – Scene I

hospital where the initial victims are taken for treatment. People passing through the airport or coming in contact with any of these people are also potentially exposed. The *[number of fire departments in the area]* fire departments within the area and the police department are contaminated within three-to-four hours of the initial release.

Responders are challenged to:

- Assess the incident,
- Initiate appropriate public health operations, and
- Arrange for fast medical treatment of victims.

At this time, the CDC is involved in the community health emergency (prompted by notification by doctors and hospitals in the scenario) and the EOC is activated. Many "command and control" issues are raised because this is initially treated as a community health emergency. These issues should be explored in session I. The integration of federal assets should be discussed briefly during session I, but also discussed in further detail during sessions II and III. It is not readily apparent that this is a terrorist-related incident. Once this is determined, during scene II, it requires FBI notification. The facilitator should explore how this notification takes place.

**As indicated in the participant background, some reports from the Armed Forces Medical Intelligence Command (AFMIC) indicate that victims near the point of an Anthrax attack could exhibit symptoms or die almost immediately due to the overwhelming shock to their systems caused by exposure.*

Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the prevention and treatment of Anthrax was gathered from a variety of sources. For additional technical background on Anthrax the following references are suggested:

- *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;
- *Medical Chemical and Biological Defense – Biological* web site at http://mrmc-www.army.mil/biodef.html, Department of the Army; and
- *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996.

Scene I: The WMD Event Occurs

[Location of incident scenario – city, State], [date of exercise/incident scenario – day of week, date]. The weather forecast predicts *[insert scenario weather forecast within the normal range for the date of the exercise – include temperature range, amount of cloud cover, wind speed and direction. Wind speed and direction should be manipulated to allow the plume to travel in the direction of the nearest school]*.

[Name of airport]

On *[date of exercise/incident scenario]*, at approximately 11 a.m. (1100), an elderly woman in the baggage claim area at the airport collapses near an air conditioning vent after suffering a severe, unexplained coughing fit. A passenger who sat next to her on the flight into *[name of airport]* reports the problem to airport security. Airport security and police respond to the scene and call an ambulance. Paramedics arrive and begin treating the woman. The passenger who discovered the woman did not notice anything unusual prior to her collapse. Police conduct interviews with other witnesses.

Just a few moments later, while police are still taking statements, six other passengers in the area become ill, demonstrating similar symptoms, and are taken to *[name of nearest major hospital or medical center]*. While police and Emergency Medical Services (EMS) personnel are on scene, three more people collapse; additional ambulances are dispatched.

At approximately 1 p.m. (1300) on the same day, an alarm is pulled at the *[name of high school closest to the airport]*. Fire and paramedic rescue teams are immediately dispatched to the site; police respond to the scene moments later. After thoroughly inspecting school grounds and finding no fire; fire and police officials determine the call is a false alarm and leave the scene.

Later in the day, at approximately 5 p.m. (1700), several airport workers complain of flu-like symptoms. Affected workers visit doctors and hospitals. Throughout the day, more and more workers complain of similar symptoms. The number of workers calling in sick or leaving work early due to illness increases dramatically. The emergency medical team, which responded to the call for the passengers in the baggage claim area, falls ill and is hospitalized.

By 9 a.m. (0900), *[day, date of 2nd day of scenario]*, over *[number equal to approximately 35% of airport personnel]* airport personnel call in sick, complaining of malaise, low-grade fever and chest pains. The number of illnesses causes concern among airport operators about the ability of remaining personnel to continue normal operations. The airport personnel office notes that many of the ill employees work in and around the ticketing and baggage claim areas. Doctors and hospitals notify the local health department, prompted by indications that the illness is reaching epidemic proportions. The State Health Department and the Centers for Disease Control (CDC) in Atlanta, GA, are also notified.

The local news media picks up the story and broadcasts it locally. Other major cities across the nation, *[names of two of the major destinations from airport]* especially, report scattered incidents of similar illnesses. City officials who responded to *[name of high school nearest airport]* yesterday fall ill. Approximately half of the students and faculty are also ill with flu-like symptoms. Some visit local doctors and hospitals.

Scene I: The WMD Event Occurs

By *[day, date of 3rd day of scenario]* at 9 a.m. (0900), local hospitals report approximately 30 airport workers are dead; these deaths are reported to the *[name of State Health Department]* and the CDC. Another 2,000 former passengers demonstrate flu-like symptoms and visit doctors and hospitals throughout the metropolitan area; several have died. These illnesses are also reported to the *[name of State Health Department]* and the CDC. The CDC deploys a research team to *[location of incident]* to continue its investigation and analysis.

The CDC investigation centers on the airport, because this area is a common denominator among illnesses and deaths. Due to the number of sick and dead victims, the CDC recommends the city quarantine the airport until the site is thoroughly evaluated for health risks. The airport is shut down completely; outgoing flights are canceled and incoming flights are diverted to other regional airports. Response personnel attempt to develop a strategy to track passengers and contact the families of passengers who may be infected; the CDC recommends that response personnel track all passengers passing through airport facilities in the past week. All personnel entering the airport after the quarantine was issued must wear biohazard protective gear. Epidemiological specimens are collected and processed at *[names of two nearest major hospitals or medical centers]*.

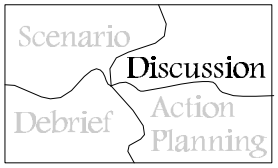
Shortly after 10 a.m. (1000), *[3rd Day of Scenario]*, epidemiological investigation reports released by the CDC suggest a biological weapons agent may be the cause of the rash of illnesses and deaths. The State Health Department notifies *[name of State]* Emergency Management Agency of the unfolding situation. *[Name of State]* EMA, in turn, notifies the FEMA Regional office and the FBI.

The Regional Operations Center (ROC), situated in *[location of ROC]* is activated.

By midday, the incident gains national media attention. The public inundates the airport and local hospitals with phone calls concerning potential contamination.

Reporters request information regarding the quarantine at the airport, its surrounding area and the city's response to the incident. A major cable news network requests an interview with a representative from the city. A Joint Information Center (JIC) is established in the operations center of the CDC and State Health Department.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

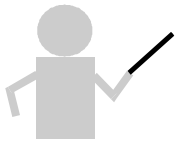
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Notification and Activation; Communications; Warning and Emergency Public Information; Hazard Assessment; and Management of Field Response.

QUESTIONS – Scene I

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **How will you learn of this WMD incident? What internal and external notifications should you make? Are you satisfied that the current notification process is timely and adequate? How does the delay in recognition of this event as a WMD incident affect your procedures?**

   - *Each jurisdiction and agency should have notification procedures outlined in their emergency operations plan (EOP). The EOP review completed by the facilitator during the development portion of this activity should provide adequate detail to support facilitated discussion. The following provides general guidance:*

     – *In many jurisdictions, the 911 dispatcher serves as the hub of the notification system and provides agency and/or individual notification. In the case of Anthrax and other delayed-effect biological agents, the activation and notification process would be more deliberate than normal. In many cases the EOC will become progressively staffed as the incident matures. By the time the event is recognized as a WMD incident, most of the staff may be on-site.*

     – *In most jurisdictions, the Police and Fire Departments have excellent internal notification systems; however, other agencies participating may not. Check this during the EOP review. During the discussion explore if or how the Police and Fire Departments could assist other agencies.*

     – *Walk participants through each step of the notification/activation process for an immediate effects incident, e.g. big bomb or chemical WMD. Let them estimate their estimated time of arrival (ETA) and where they will be reporting. Contrast that approach with the delays associated with knowing a biological incident has occurred.*

Additional Questions:

Does your jurisdiction have a policy that prevents full activation of the emergency management system when it is not needed? How does the slow-to-develop nature of this incident affect your procedures?

- *The screening process should be defined in local EOPs and often relies on the local Office of Emergency Management or the Emergency Operations Center (EOC) (if staffed 24-hours-a-day) to serve as the decision-maker.*

- *The slow-to-develop nature of this incident will affect their activation procedures dramatically. Use the EOP review to gain additional insight into how this issue will likely be addressed.*

Who handles State and federal notifications? Will the National Response Center (NRC) be notified in this scenario?

- *The responsibility for State and federal notifications should be clearly defined in the local plan. For an incident of this magnitude, once the terrorism link is established the NRC should be notified.*

If this incident occurs, how long will it take responders to arrive on the scene? Without indicators of widespread immediate effects, will an incident command (or other management) structure be established?

- *Each agency present should provide estimates, try to reach a consensus on the overall response time.*
- *Explore with the participants when or what staffing level constitutes a management structure that is operational.*

2. **Do you and your agency have a clearly defined role during the response to and management of such a WMD incident? Does your EOP address such an incident?**

- *The EOP concept of operations should define the role of each agency within the jurisdiction. Each agency or activity within a jurisdiction should have its own plan, preferably in the form of an annex (or other attachment) to the local EOP. Each agency represented should discuss their role in general terms. Capture each role briefly; pay close attention to overlaps and apparent needless duplications.*

3. **What kind of training have your jurisdiction's responders received on WMD terrorism? What kind of training have you received?**

- *The kind and amount of training that responders and participants receive on WMD terrorism varies nationwide. Most jurisdictions have received little or no significant training on dealing with dispersed biological hazards; however most should have training experience with mass casualty events.*
- *Revisit the group's training needs during each action-planning session.*

Additional Questions:

Is qualified staff within your agency certified in accordance with Occupational Safety and Health Administration (OSHA) regulations? What types of additional training are necessary and practicable to permit a safe and adequate response to a biological agent incident?

- *Allow each agency to discuss their training procedures.*
- *Determine whether the agencies feel the need to have someone on their staff who is trained for a biological incident. Assess their comfort in dealing with a delayed impact situation.*

4. **How will identification of the presence of biological pathogens occur? How will confirmation of the type of biological hazard occur?**

   – *The EOP review should provide details on how "unknown agents" are identified. Most HAZMAT teams have received training sampling unknowns. Discuss with participants how biological agents would be identified.*

Additional Questions:

Will responders and/or HAZMAT units recognize the symptoms associated with biological materials? Will responders conduct monitoring operations before responding to a HAZMAT incident?

- *The answers to these questions should be indicated through the EOP review. Here, issues such as response, citizen protection and rescue vs. self-preservation and maintenance of response capability should be addressed (i.e., responders should not be used as detectors or allowed to become victims).*
- *Another topic for discussion at this point is the adequacy of the threat or risk assessment conducted by the local jurisdiction. The management team should be aware of the threats to their community and their awareness should be based upon a deliberate assessment.*

5. **What protective equipment will responders take to an incident scene based on the information available initially? Will this equipment be sufficient for response to this biological terrorist incident?**

- *A review of the EOP, completed during the development phase of this activity, should provide an indication of the types of equipment available in this jurisdiction. Following are general guidelines:*
  - *Most HAZMAT teams have the ability to respond to a maximum of two HAZMAT emergency sites simultaneously. Beyond that, responders will be equipped only with standard emergency response gear. Respiratory protection is an important requirement when working with biological agents, but since this incident is not readily identifiable as more than a HAZMAT emergency, teams may not be protected.*
  - *Once the presence of a biological agent is confirmed, the response teams should be able to employ Level A biohazard suits and self-contained breathing apparatuses. These will be particularly effective because Anthrax spores are relatively large particles.*
  - *Simple respiratory protection is adequate for many biological hazards. The members of the management team that have received specialized training for biological terrorism and/or warfare in the past may introduce the possibility of using cloth, surgical, or industrial masks. If this occurs, ensure the discussion addresses the associated risks.*

Additional Questions:

Will your jurisdiction's responders know how to protect themselves in this incident?

- *Each agency should describe what trained personnel are available to respond to a chemical or biological release if an incident is recognizable as a WMD event. Response personnel should possess expertise in general HAZMAT incidents.*
- *The qualifications of response personnel will likely be in standard HAZMAT response. Most plans address HAZMAT more within the context of transportation of these materials than intentional releases.*
- *Determine if medical first responders are immunized against Anthrax.*

6. **What information, equipment and actions are required by your jurisdiction to conduct the initial assessment of the incident? How do you anticipate information to be distributed among responders?**

- *Allow the group to brainstorm.*
- *Items discussed should include:*
  - *A method to determine identity of material,*
  - *A method to determine the extent or area of contamination,*
  - *A method to determine the decontamination requirements, and*
  - *Others, as reflected in the reference material provided at the end of this manual and developed during the plan review.*
- *The plan review should provide details on the method for sharing information with responders.*

7. **What immediate protective action decisions should the jurisdiction make? How will they be implemented?**

- *Protective action decision making is a critical issue and the participants should be allowed sufficient time to discuss the ramifications of their decision. The whole issue of evacuation vs. sheltering vs. quarantine should be explored. The EOP should provide a framework for making such decisions. In the case of delayed-effect biological agents, "the cat is most likely already out of the bag." Sheltering at this point is not a viable option. The immediate area and adjacent buildings should be evacuated due to the risks associated with inhaling particles re-suspended in the air. Any evacuation must include the use of at least simple respiratory protection and should designate a medical screening area at the collection center. There will most likely be tremendous political pressure, especially from adjacent jurisdictions, to quarantine anyone who could have been exposed to a suspected biological agent. This should be considered a viable option because the specific agent has not been identified at this point of the scenario. Revisit this issue during the next scene after Anthrax has been identified because Anthrax is not normally considered contagious.*
- *Allow participants to discuss the issues of decontamination and triage strategies.*

Additional Questions:

Should the jurisdiction be concerned about the possibility of additional attacks?

- *This is always a possibility and the group should discuss what changes they will have to make to manage additional incidents of either a WMD terrorist event or more common emergencies (i.e., fire, auto accident, etc.).*

What medical facilities are victims/patients being sent to? What types of information should the Emergency Medical Services (EMS) units relay to the hospitals in the area to prepare them to receive patients potentially contaminated with an unknown hazardous material? Should any areas be quarantined?

- *These questions focus on the initial medical response. Allow the participants to discuss this topic, if they bring it up. If not initiated by the participants, these issues will be fully examined during the discussion associated with scene II.*

8. **How will the incident site be secured to assure the "crime scene" is protected after such a significant time delay? What access and egress control procedures should be implemented?**

- *The EOP should provide details on contamination control procedures and crime scene protection as part of its WMD annex if it exists.*
- *Allow the group to discuss their security procedures and how these relate to their overall response strategy.*
- *Access and egress control procedures should be included in the HAZMAT portion of the local plan. Determine the group's understanding of the importance of this issue.*

9. **Is the current number of trained, qualified personnel within your jurisdiction sufficient to respond to this incident? If not, where will you seek support to bridge these deficiencies?**

- *A review of the EOP should provide an indication of the number of trained and qualified personnel.*
- *Mutual support agreements with other local and State governments should be discussed at this point.*
- *The National Strike Force, the Department of Defense, and the Public Health Service (PHS) are among the federal agencies with subject-matter expertise in this area.*

10. Is the amount of specialized equipment in your jurisdiction sufficient to respond to this incident? Do you have options to obtain this equipment immediately if needed for an emergency response? What additional resources will you request at this point?

- *A review of the EOP should be an excellent indicator as to the adequacy of local specialized equipment. There is actually a very limited amount of specialized equipment for biological agents. Most of what is available is dual-purpose chemical equipment.*
- *It is likely that resources will not be sufficient. An important part of this discussion is encouraging the participants to initiate the self-assessment process. They should determine how the jurisdiction could respond to such an incident using local assets and mutual support rather than relying on federal resources.*
- *The list of equipment that should be requested is long: Level 1 equipment (Level 1 Bio-Hazard protective gear consists of surgical mask and gloves), breathing apparatus, proper decontamination equipment, Level A suits, impermeable storage containers for contaminated items, etc.*

11. What does your jurisdiction's EOP rely on for expedited transport arrangements (e.g., commercial aviation, city/county/State supplied transport) for out-of-area support resources?

- *The details on emergency transportation of required emergency equipment and personnel should be provided in the local EOP.*

12. Will the city or county EOC be adequate for coordinating the response to this incident? Will a separate command center that is physically close to the incident site be required? What resources are available for outfitting this command center?

- *This information should be extracted from the EOP. It is assumed that an Incident Command System (ICS) will be used.*

Additional Questions

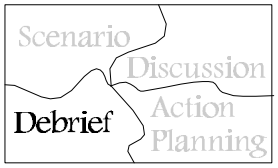
How long will it take to have an EOC activated and fully operational? What are the capabilities of the center? Are these capabilities adequate to respond to an incident of the magnitude presented here?

- *In this scenario, the command post should be at the local EOC, so the answer will depend on how long it will take to activate the EOC and staff it appropriately and if the local EOC is in the affected area. If so, the use of an alternate site should be discussed.*

- *The capabilities of the local EOC and alternate EOC should be apparent from the plan review.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following two scenes, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

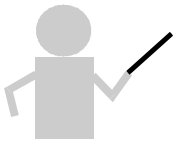


Purpose

This activity is designed to review the key concepts covered during the early stages of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



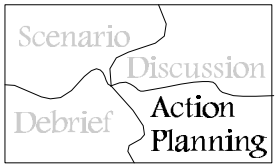
Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Notification is the trigger for this incident – the report of the incident by some source.	
The initial response time for such incidents could be very short – minutes – not hours.	
Emphasis is on isolating the site, protecting it, and controlling it (i.e., sizing up the situation).	
Responders must use extreme caution when dealing with an incident that involves biological agents. What injured/killed the victims can do the same to the responders. In addition, contaminated patients can contaminate the entire room. Specially trained and equipped HAZMAT teams should be called in to provide expertise and equipment.	
Mass casualties and loss of life due to hazardous materials are common consequences associated with biological incidents. Additionally, the type of agent is often not known, making the treatment of victims and selection of protective suits difficult.	
A critical consideration for all emergency responders when dealing with a biological attack is recognizing that the proximity of a potential target is not the only threat. The biological agents must be produced, packaged, and delivered to the intended place of use, broadening the area of potential contamination.	
The effective management of a criminal incident requires the coordination, participation, and support of agencies that have functional responsibilities (e.g., firefighters, police, emergency medical services (EMS), jurisdictional responsibilities (e.g. local, State, and federal governments)), or both.	
Managing a criminal incident response may be conducted in two general ways: *Single command* may be applied when there is no	

Review and Action Log	
overlap of jurisdictional boundaries or when a Single Incident Commander is indicated in the EOP or local jurisdiction. *Unified command* may be used when the incident is within one jurisdiction but two or more agencies share management responsibility.	
The concept of unified command is shared responsibility among the major stakeholders for overall incident management as a result of the multifunctional or multijurisdictional incident.	
Sites of non-natural incidents must be treated as scenes to be investigated.	
Non-law enforcement responders should not touch anything that is not necessary to touch to save a life. They should take the minimum amount of actions necessary to perform their responsibilities. Non-law enforcement responders can help to identify potential witnesses and perpetrators and serve as eyewitnesses through detailed observations, written records, and when possible, photographs.	
The minimum number of people necessary to complete the task should be sent to the incident site.	
Special equipment, supplies, and personnel may be required to handle this incident	
There must be designated individuals in charge – with clearly defined roles and responsibilities	
First responders should bring the proper equipment and personal protective equipment required for the incident in accordance with SOPs in the EOP. This may include: helmets, gloves, respirators, masks, etc.	
Coordination and control are important components of managing the incident.	

Action Planning

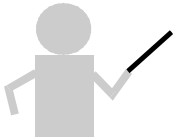


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a biological WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning	**Resources**
Issue **Action**	**Issue** **Action**
Personal Action Steps	**Training**
Issue **Action**	**Issue** **Action**

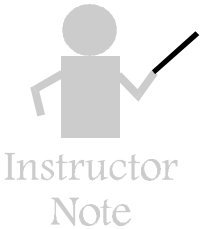
Wrap Up

Purpose

The wrap up should conclude the day-one session and prepare for Session II.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 5 – Session II

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Session II – Day Two

Response to the WMD Incident

Purpose

Purpose

- Focuses on the period after agent identification, prior to State and federal augmentation
- Raises awareness of emergency management activities associated with Anthrax
- Focuses on issues related to operational management, community protection, resources

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This session of the course focuses on the period after you have defined the hazard (Anthrax) and prior to the arrival of State and federal augmentation. It is designed to help raise your awareness of emergency management activities associated with the defined hazard, i.e., Anthrax. It focuses on topics primarily related to operational management, community protection, and resources.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Identify issues and concerns to be addressed during the response phase
- Identify problems and issues you are dealing with in this situation

17

Objectives (con.)

- Identify the primary personnel that will be involved in handling this situation
- Establish your role during this situation

18

Upon completion of this session, you will be able to:

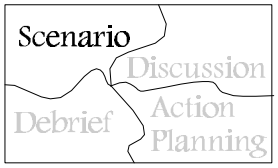
1. Identify issues and concerns that must be addressed during the response phase.
2. Identify problems and issues you are dealing with in this situation.
3. Identify the primary personnel that will be involved in handling this situation.
4. Establish your role during this time period.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

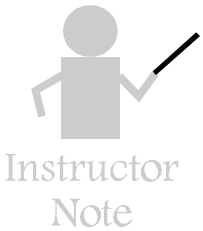
Response to the WMD Incident (Anthrax)
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

Scenario Background Information



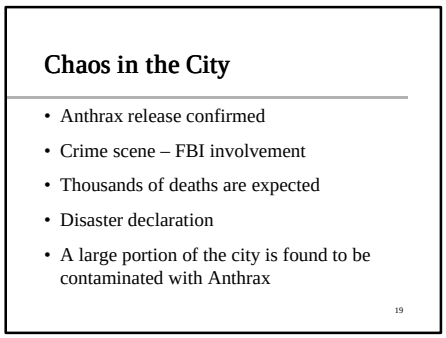
Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

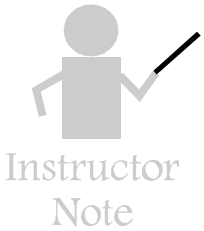
Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.



The presence of a biological agent, Anthrax, has been confirmed, and the FBI has become involved because the incident is now a criminal incident and a crime scene. A disaster has been declared the CDC estimates that there will be thousands of deaths. Available supplies and decontamination are pressing issues. What are you going to do? Are you prepared to do it? Do you know what to do? These are just some of the issues that will probably concern you.

Scene II – Chaos in the City

- Anthrax release confirmed
- FBI on scene
- Thousands of deaths are expected
- Disaster declaration
- A large portion of the city is found to be contaminated with Anthrax



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This biological WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a biological terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene II

It is now approximately 55 hours after the initial release of Anthrax into the airducts at *[location of incident]* International Airport. At this point, the FBI is called to respond to the suspected terrorist attack. President *[name of President]* has not issued a Stafford Act Disaster Declaration; hence the Federal Response Plan (FRP) is not activated. At T + 56 hours, the President issues a disaster declaration for the State. The FBI is already on scene, but FEMA is not. FBI initiates the structure for Crisis Management ($C^R M$). When FEMA arrives, the structure changes to reflect the need for FEMA to take the lead for Consequence Management ($C^O M$) under the Terrorism Annex of the FRP. *Because the Terrorism Annex is a new addition to the FRP, it is likely that participants in this exercise will not be familiar with the differences in these structures. Some additional guidance may be necessary in these areas.*

The presence of Anthrax is first suspected at T + 55.75 hours, although not confirmed through lab testing until T + 72 hours. The persistence of Anthrax creates major problems as it can be spread to other locations – carried on persons or equipment contaminated at the original site.

Thousands of travelers are stranded because of the quarantine on the airport; international and domestic flights are re-routed to other airports, increasing air traffic and causing delays in those areas. Airports to which flights are diverted are: *[provide a list of regional and local airports to which traffic for the area could be diverted.]* Many passengers who were contaminated at the airport continued their travels to other parts of the country and the world. Consider the difficulties associated with decontaminating all these individuals and consider the consequences of failing to do so.

The huge number of casualties in this scenario quickly exhausts the limited supply of medicines such as broad-spectrum antibiotics. Triage may be conducted as part of an actual response effort; the emphasis is placed on saving as many as possible – which means the worst-off individuals likely to die are lower in treatment priority than individuals who can be saved. It is important to note, however, that almost all cases of inhalation Anthrax in which treatment begins after patients are symptomatic are fatal.

The vast majority of Anthrax strains are sensitive *in vitro* to penicillin. Penicillin-resistant strains exist naturally and it is not difficult to induce resistance to penicillin, tetracycline, erythromycin, and many other antibiotics through laboratory manipulation of organisms. All naturally occurring strains tested to date are sensitive to erythromycin, chloramphenicol, gentamicin, and ciprofloxacin. In the absence of information concerning antibiotic sensitivity, treatment should be instituted at the earliest signs of disease with oral ciprofloxacin, twice daily, or intravenous doxycycline every 12 hours. Supportive therapy for shock, fluid volume deficit, and adequacy of airway may all be needed. In cases where of a biological weapons attack, prophylaxis with ciprodloxacin or doxycycline is recommended.*

Vehicular access to the airport area is crowded and great confusion exists. Approximately *[provide the approximately number of people that travel through the airport each day]* travel through the airport each day, a total of *[number per day times two]* people traveled through the airport before the quarantine was ordered. Once a biological weapon agent is suspected,

Instructor's Background Information on the Incident – Scene II

response to the scene changes dramatically. Decontamination needs to be performed on persons (and their personal belongings, i.e., clothing, baggage, etc.) inside the airport and its immediate vicinity – including passengers, airline/airport workers and response personnel already on the scene. Self-contained breathing apparatuses (SCBA) need to be procured and used – although a filtering mask may be sufficient (most fire departments carry SCBA at all times, it is unlikely that they have enough equipment to supply the level of response necessary for this incident.) Protective clothing needs to be procured and worn by rescue personnel. Hot, warm and safe zones need to be defined.

Prevailing winds are now out of the *[pick direction based upon creating the greatest effect on the city.]* In session II, quarantines for surrounding areas are ordered, as stated in the scenario.

Upon discontinuation of antibiotics, patients should be closely observed; if clinical signs of Anthrax occur, patients should be treated as indicated above. If vaccine is not available, antibiotics should be continued beyond four weeks until the patient can be closely observed upon discontinuation of therapy.

Vaccination at this point would be ineffectual in preventing infection by the spores. Individuals must be exposed to a series of vaccinations over a period of several months before the vaccine can take full effect. A licensed, alum-precipitated preparation of purified B. Anthracis protective antigen (PA) is effective in preventing or significantly reducing the incidence of inhalation Anthrax. Limited human data suggest that after completion of the first three doses of the recommended six-dose primary series (0,2,4 weeks, then 6,12,18 months), protection against both cutaneous (absorption through skin) and inhalation Anthrax is afforded. Studies indicate that two doses in humans are protective, but there is too little information to draw firm conclusions. At least three doses of the vaccine (at 0,2,4 weeks) are recommended for prophylaxis against inhalation Anthrax. Contraindications for use are sensitivity to vaccine components (formalin, alum, benzethonium chloride) and/or history of clinical Anthrax. Reactogenicity is mild to moderate: up to 72 hours (tenderness, erythema, edema, pruritus), while a smaller proportion (< 1%) experience more severe local reactions (anaphylaxis, which precludes additional vaccination). The vaccine should be stored at refrigerator temperature (not frozen).

Hospitals in the area that serve patients contaminated with Anthrax are: *[list hospitals and medical centers with the capability of treating mass casualties]*. Hospitals outside the immediate area that serve as back up are: *[list near-regional medical facilities, which could be used, especially any facilities that have mutual support agreements with local facilities]*.

The primary focus of this session should be the recognition that federal assistance, whether requested or not, is on the way. The scenario is designed to overwhelm the local response capabilities. The challenge is integrating local response with federal and State interests. The criminal investigation, coordinated by the FBI, has the potential to conflict with the humanitarian aspects of the response. This conflict was demonstrated in the TWA Flight 800 incident – families wanted the priority placed on body recovery, thus slowing down the investigation.

Instructor's Background Information on the Incident – Scene II

The facilitator should pursue the transition from Incident Command System (ICS) initially established at the scene to the larger "unified" command that encompasses all agencies. If the group's assumptions about how this works appear inaccurate, the facilitator must keep them on track.

There are a host of federal agencies potentially involved. They include the Environmental Protection Agency (EPA), Health and Human Services (HHS), Department of Transportation (DOT) and, most importantly, the DoD, because the Army has the greatest experience in dealing with biological weapons agents treatment and documentation. (U.S. Army Medical Research Institute of Infectious Diseases (USAMRIID), located in Fort Detrick, MD, can be used as a resource in this type of scenario. They have specialists dedicated to the development of vaccines for biological agents, such as Anthrax. They also have a deployable team of experts qualified to direct the clean-up efforts of an incident such as this.) Sorting through the agencies is a challenge in a real incident. A very important non-federal agency is the American Red Cross (ARC), offering invaluable assistance in dealing with family notification and re-unification issues, as well as assisting stranded travelers. ARC will have difficulties assigning volunteers because of the ease at which Anthrax is spread; volunteers (and contracted responders) may refuse to service the area/victims for fear of becoming contaminated.

The resources most likely required from the State are National Guard resources, both for transportation and for biological warfare expertise/resources.

**Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the prevention and treatment of Anthrax was gathered from a variety of sources. For additional technical background on Anthrax the following references are suggested:*

- *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;
- *Medical Chemical and Biological Defense – Biological* web site at http://mrmc-www.army.mil/biodef.html, Department of the Army; and
- *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996.

Scene II: Chaos in the City

It is still *[date of 3rd day of the exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The weather remains *[repeat previous forecast, with the wind direction changed, if necessary, to produce the greatest impact on the community]*. The temperature is currently *[scenario forecasted mid-day temperature in ° Fahrenheit]* with an expected high of *[scenario forecasted high temperature in ° Fahrenheit]*.

It is *[date of 3rd day]*, at 4 p.m. (1600). Hospitals and local clinics note that people complaining of flu-like symptoms and others in more advanced stages of infection continue arriving at epidemic levels. Most have either passed through the airport or come into contact with someone who has. The CDC and the State Health Department quarantine the neighborhoods of *[list impacted neighborhoods]*, due to reports of serious illnesses within these communities.

Suspicions of the presence of a biohazard causes local authorities to keep the airport closed. Local response agencies are overwhelmed with the numbers of exposed persons quarantined at the airport, potentially infected rescue personnel and an increase in media interest in the incident. The Governor declares a state of emergency and immediately requests a Presidential Disaster Declaration.

At 4:45 p.m. (1645) on the same day, the CDC considers the first diagnosis of Anthrax. The FBI arrives and is informed that this incident may be a terrorist action. A CDC investigative team arrives and begins lab processing to confirm the diagnosis of Anthrax. An autopsy on the original victim reveals that respiratory arrest precipitated death. No cause is determined, although signs that the woman suffered from advanced stages of pneumonia are detected. The six victims taken to *[name of largest hospital in the area]* all died. Autopsies on these victims also confirmed respiratory arrest as the cause of death. Due to the suspected use of Anthrax, cultures for the biological agent are requested. Results from the cultures are not available from the CDC for at least another 24 hours. The CDC scales back the tracking of passengers to those travelling through the airport within the past 72 hours.

Airport personnel estimate that between the time of the first reported incidents and the subsequent quarantine and closure of the airport facilities *[develop estimates based upon actual average passenger rates at the airport]*:

- *[estimated number]* passengers continued through the airport to other destinations; and
- *[estimated number]* remained in the metro area.

Reports regarding significant numbers of similar types of deaths from *[names of four largest metropolitan destinations from the airport site of the incident]* metropolitan areas are broadcast over a major cable news network. It is anticipated that *[appropriate % of total number]* of passengers and *[appropriate %]* of airport workers may be infected with the agent.

The number of potentially infected metro area residents is not known. However, the CDC estimates thousands of deaths may be anticipated within the next 15 hours if Anthrax is confirmed.

Airport officials conducting an investigation determine that most of the more seriously ill

Scene II: Chaos in the City

airport workers and those that were initially sick work in the check-in and baggage claim areas. The FBI sends an investigative team to each area in an attempt to locate the origin of the incident.

On the same day, at 5 p.m. (1700), President *[name of the President]* issues a Stafford Act Disaster Declaration, activating the Federal Response Plan (FRP). The FBI Joint Operations Center, as described in the FRP Terrorism Annex, is established and the Domestic Emergency Support Team (DEST) is dispatched to *[location of the incident]*. One of the National Emergency Response Teams (ERT-N) is flown in from FEMA headquarters. All regional Emergency Support Functions (ESFs) lead agencies are notified to assemble their teams for deployment to the Disaster Field Office (DFO) once designated. The DFO, with additional federal resources, should be fully staffed and equipped in approximately 24 hours.

Traffic congestion from the self-evacuation of some neighborhoods interferes with response operations. The American Red Cross (ARC) reports a shortage of shelter volunteers – most fear contacting contaminated residents and becoming infected.

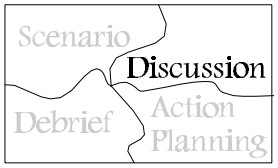
Hospitals, clinics and doctor's offices in the area are overwhelmed with people who fear they may have been exposed to Anthrax. Hospitals still wait for supplies of antibiotics. Additional fire, police and EMS personnel exhibit symptoms of exposure to Anthrax. They are taken to local hospitals for treatment.

On *[date of 4th day of the scenario]*, at 9 a.m. (0900), laboratory analyses conducted by the CDC confirm that Anthrax is the infectious agent causing the epidemic. The CDC notifies State and local response agencies. They also report that the quantities suggest intentional dispersion by a terrorist group. Information on the symptoms, decontamination procedures and treatment for Anthrax are disseminated to hospitals and to local, State and federal response agencies as they arrive on the scene. Due to the vast number of infected people, the CDC and the State Health Department estimate that contamination of the airport began three days ago.

Samples collected and sent to laboratories for testing indicate that a large portion of the city is contaminated to some extent. DoD plume-plotting confirms that areas surrounding the *[list key city features that are within the area affected by the contamination plume]* are contaminated to varying degrees.

In a statement to the press, President *[name of the President]* condemns the vile act of terrorism and vows to apply the full force of the government to punish the culprits.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

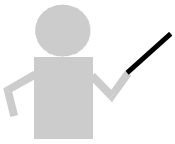
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Health and Medical Resources; Resource Management; Public Affairs; Field Response; Decontamination; Search and Rescue; Incident Site Control; and Secondary Hazards.

QUESTIONS – Scene II

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities at this point?**

   - *Priorities and strategy will vary by department, agency, or activity. They may include:*
     - *Treating the victims*
     - *Limiting contamination*
     - *Bringing the perpetrators to justice*
     - *Preventing additional terrorist attacks*
     - *Extinguishing the fires*
     - *Allowing evacuated citizens to return to their homes*
   - *Give each department, agency, or activity present a chance to present their answer. Obtain a group consensus on what their jurisdiction's priorities will be.*

2. **What will your jurisdiction's overall strategy be for managing the consequences of this incident? What tactics are available to carry out this strategy?**

   - *The EOP should provide the framework for developing the strategy for response management.*
   - *Encourage the participants to establish priorities for implementing the tactical elements of their strategy. That they are discussing strategy at least 55 hours after the event has occurred may make some participants uncomfortable. Discuss with them the realities of managing biological incidents, especially the consequences associated with their delayed manifestations.*

3. **Who is in charge of the incident site? How will your agency's actions be coordinated with the actions of other agencies? What conflicts could arise from the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal/State/local jurisdictions?**

- *Explore the federal definitions of crisis (C^RM) and consequence (C^OM) management. At the federal level, the FBI has authority over the incident site and is responsible for crisis management. FEMA has federal authority for consequence management, but must conform to the direction of the FBI to protect as much of the "crime scene" as possible while providing the needed rescue and relief to protect citizens. PHS and the CDC both have significant consequence management roles when the response involves biological agents. It is anticipated that most jurisdictions will follow this delineation of responsibilities.*

- *Determine who is in charge of the local response for both consequence and crisis management and explore the role of the health department.*

- *Determine the command or management structure to be used by the jurisdiction. The incident command system (ICS) has been adapted by many jurisdictions as their command structure during response operations. Explore the specifics of the local system during this discussion. A review of the EOP should have provided details on the structure of the command structure.*

- *Conflicts will likely be related to the jurisdiction's attempt to balance protecting evidence and protecting people. Overlapping conflicts can occur as State and federal responders arrive on-scene and the transition to a unified, joint, or coordinated command or management structure begins. During a health emergency the additional authority granted the health department is also a source of potential conflict.*

4. **What emergency operations need to be implemented to respond to the current needs of citizens and responders?**

- *Contamination control and decontamination operations are two of the perceived primary needs. Because Anthrax has a persistency of years, decontamination and contamination control are major concerns during this phase of operations. During the recovery phase (scene III) revisit decontamination, disposal, and certification for safe entry.*

Additional Questions:

How will responder's requests for additional equipment be prioritized? Does your jurisdiction have a system in place that allows the management team to anticipate the needs of responders?

- *Prioritization of requests should be addressed in the EOP. In most incidents, the priority should go to life saving and protecting activities.*
- *Explore with the group methods of anticipating needs so the management team does not remain in a reactive mode, but can transition into a proactive management of the situation.*

5. **Will your jurisdiction's response personnel have the necessary technical information to implement appropriate protective actions?**

- *The EOP review and the discussion during the last scene about the kinds of training responders had received should provide the background to support this discussion.*
- *Allow the participants to address the local procedures for implementing the tactical actions they discussed as part of questions one and two of this scene.*
- *Revisit the issues associated with quarantine with the health department representatives in the group.*

6. **How will you manage public fear once the public is informed that a biological terrorism incident has occurred?**

- *The group should address the management of public perception and fear during this portion of the discussion.*
- *There are several potential avenues to approach this problem. The EOP review should reveal the planned public relations response to this type of situation.*

7. **What community health planning has been completed? Have privately owned hospitals, home-care agencies, long-term care facilities, and clinics been incorporated into the EOP and included in the planning process? Has your community conducted joint exercises for this type, or any type of mass casualty situation?**

- *The EOP review should indicate the preparedness of the community health program to address mass casualty situations and the involvement of all local health care assets in the planning process.*

- *Most jurisdictions should have been involved in joint mass casualty exercises because these are an accreditation requirement for most health care organizations, especially hospitals.*

Additional Questions:

What community medical operations might be necessary?

- *This issue should be addressed in the community health plan as is it exists. The priorities at the scene should be gross triage and screening at some type of collection or screening point. Transportation of potentially affected citizens is another operational issue that should be addressed.*

Will triage stations be established? Where will these be established?

- *The discussion of triage should focus on managing the flow of casualties through the community health system. The community health plan should address this issue.*

- *Triage protocols at both collection and delivery points should also be part of the plan. Basic requirements dictate triage be performed at both locations. This may be a good point to address the differences between standard emergency room triage and mass casualty triage in most WMD incidents. Contrast the immediate life-saving needs associated with threats such as chemical agents and the more deliberate, supportive approach associated with biological agents.*

What specific assistance do you need from the State and federal government? How will these resources be integrated into the response operations?

- *State and federal plans provide for mobilizing these types of resources in disaster situations. It is important for the group to realize that there may be a significant time delay before those resources are available.*

What type of epidemiological surveillance program does your community have in-place? How well defined are the linkages between the community health program and plan and your consequence management infrastructure?

- *Epidemiological surveillance is important in determining the number of citizens that were exposed to the biological agent. Community health planning should account for locating personnel within the incident area that may be asymptomatic at this point, especially in light of the potential delayed and long-term health effects.*

- *The community should consider establishing a database to track the health of those members of the community, including responders that may have been exposed to Anthrax.*

- *The EOP should define the linkage between the community health program and the emergency operations management structure and a representative of the community health agency or EMS should be on the management team.*

8. How will vital out-of-area resources be transported in a timely manner to the scene where they are needed?

- *Transportation and acquisition of emergency supplies and equipment should be addressed in the EOP.*

- *Allow the participants to discuss whether transportation sources other than DoD and DOT have been considered in their plans.*

- *Determine whether the participants' expectations of federal assistance are realistic. Due to the slowly developing nature of this scenario, many federal assets may already be on-site. Contrast for the group the delays normally associated with response before federal assistance arrives.*

9. How will immediate needs for food, water, sanitation, and shelter be provided for potentially thousands of displaced citizens?

- *The sheltering portion of the local emergency operations plan should address meeting these needs. The American Red Cross (ARC) is chartered by Congress and has a Memorandum of Understanding (MOU) with FEMA. ARC generally provides human needs during a major disaster. Most communities have identified shelters and evacuation routes in their plans.*

- *Determine if the group feels it can accommodate these needs with locally available resources, or if outside assistance from State and/or federal assets will be needed.*

- *One of the continuing concerns related to biological emergencies is the potential contamination of food and water. The group may wish to address the techniques used to ensure the safety of those consumables.*

10. What immediate public relations and media concerns must be anticipated? How will these concerns be addressed? Who will serve as your jurisdiction's spokesperson in this incident?

- *The Joint Information Center (JIC) should be established following the arrival of State and federal assets and serves as the source of pubic information after that point. The plan should identify who will serve as local spokesperson prior to the establishment of the JIC.*

- *Most EOPs assign the management of public affairs issues to the management team located in the EOC. Determine participants' familiarity with public affairs procedures. Anticipating that public panic and extreme fear are likely to exist, the group should discuss how to diffuse the issue without denigrating the seriousness of the situation. Determine if the participants understand the importance of a multimedia approach and the development of themes.*

Additional Questions

Does the communications system meet the multilingual needs of the area?

- *The EOP review should identify multilingual needs and procedures for the community.*

11. What are the internal and external communications requirements for this response? Who is responsible for ensuring that the necessary systems are available? What problems may be anticipated?

- *The EOP should address internal and external communications requirements and assign responsibility for maintaining a viable system. Communications support equipment is normally located in or adjacent to the EOC.*

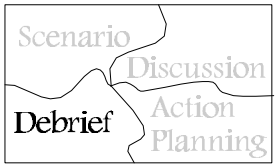
- *Internal communications issues focus on the ability of jurisdictions to communicate with responders from different agencies (e.g., fire departments talking to police). Determine what system is in place to facilitate such coordination or if coordination must be accomplished face-to-face, through dispatchers, or the EOC.*

- *External communications issues should focus on the procedures for providing essential information to State and federal responders and managers who are en route to the incident site.*

- *Solutions relying on public hard lines or cellular telephone systems should be discouraged in light of the numerous demands that will be made on those systems, unless the plan review revealed that a priority override system for emergency communications is in place with local phone service providers.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following scene, then use the "parking lot" to table that discussion until the appropriate time.

Debrief

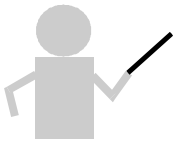


Purpose

This activity is designed to review the key concepts covered during the assessment of the response stage of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.

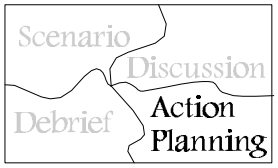


Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do?**
Responders will be faced with a potentially huge number of dead, dying, and injured victims.	
Speaking with a unified voice and having everyone express the same message to the public is crucial during a criminal incident.	
You will need to coordinate with the State for deployment of State personnel and resources.	
Need a centralized voice and location to control rumors.	
Isolation of the incident site and decontamination must be considered.	

Action Planning

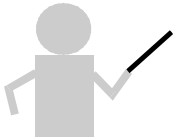


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a biological WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Instructor Note

Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorties?

2. What response capabilities are needed or should be implemented to ensure an effective response?

3. What resources and other tools are needed to ensure an effective response?

4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.

5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?

6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide	
Planning	**Resources**
Issue **Action**	**Issue** **Action**
Personal Action Steps	**Training**
Issue **Action**	**Issue** **Action**

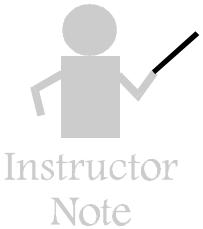
Wrap Up

Purpose

The wrap up should conclude the day-two session and prepare for Session III.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 6 – Session III

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Session III – Day Three

Recovery from Biological Terrorism Incident

Purpose

Purpose

- Raise awareness of emergency management activities associated with a maturing situation
- Focus on issues you will face during the recovery phase:
  - period of continued operations,
  - augmentation and mutual aid,
  - recovery planning, and
  - preparation to integrate State and federal responders

20

This session is designed to help raise your awareness of emergency management activities associated with the maturing situation. It focuses on concerns that you will be faced with during the recovery phase of the incident which includes the period of continued operations, augmentation and mutual aid, recovery planning, and the preparation for integrating State and federal responders.

Objectives

Objectives

Upon completion of this session, you will be able to:

- Assess direction and control procedures
- Assess communication systems
- Assess notification system
- Assess procedures for addressing public affairs issues

21

Objectives (con.)

- Assess ability to conduct extended operations
- Assess current time requirements for coordinating augmentation of resources
- Identify specific types of federal assistance for which you need to ask
- Identify the adequacy of authorities for dealing with this event

22

Upon completion of this session, you will be able to:

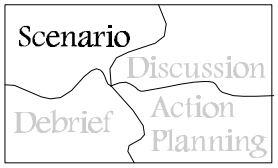
1. Assess direction and control procedures
2. Assess communication systems
3. Assess notification system, including notification of families
4. Assess procedures for addressing public affairs issues, including the importance of public information in terrorist events
5. Assess ability to conduct extended operations
6. Assess current time requirements for coordinating augmentation of resources from State and federal agencies (i.e., human and material)
7. Identify specific types of federal assistance for which you need to ask
8. Identify the adequacy of authorities for dealing with the event

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Recovery from Biological Terrorism Incident
Introduction
Scenario
Facilitated Discussion
Debrief
Action-Planning Session
Wrap Up

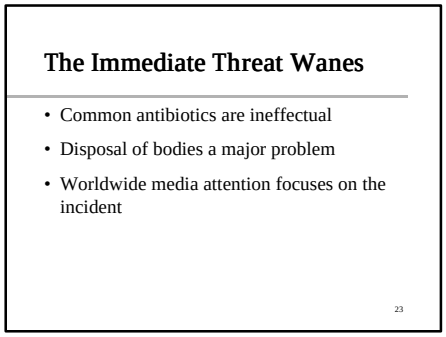
Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.

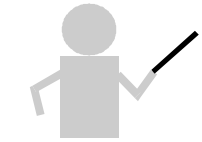
Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.



This scene centers on the waning aspects of the immediate threat – in the case of Anthrax contamination, these aspects are of vital importance. The use of standard antibiotics is found to be ineffectual in treating Anthrax exposed patients. The disposal of contaminated bodies becomes a major concern.

Scene III – The Immediate Threat Wanes

- Common antibiotics are ineffectual
- Disposal of bodies a major concern
- Worldwide media attention focuses on the incident



Instructor Note

Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.

2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.

3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This biological WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a biological terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene III

It is now 72 hours after the release of Anthrax spores at the airport. At this point, the FBI has effectively established control of the situation for $C^{R}M$ purposes. The casualty figures could be horrendous. The potential for further spread of the spores to areas outside of the quarantined areas exists (however, levels of contamination outside the identified areas may be so low that no further deaths may be reported due to the additional spread). The CDC is actively involved in supporting $C^{O}M$. Adequate amounts of antibiotics are rushed to the scene and to treatment centers.*

The response required all of the city's emergency response forces and most of those available from the county and other nearby cities. The stress and trauma of dealing with death on such a large scale impacts many responders at the scene.

Crew relief schedules should be discussed in this session. Decontamination is expected to last at least a few weeks and no decision is made yet about airport operations.

The extended use of police and security forces can lead to problems in other areas of the city. In addition, the overload on the city's telephone system makes it nearly impossible to call anywhere in the area.

The ineffectual response of some patients to treatment is an indication that the strain of Anthrax employed during this incident may have been genetically manipulated to increase its resistance to antibiotics.

**Information on the symptoms, signs, and diagnosis; etiology and epidemiology; and the prevention and treatment of Anthrax was gathered from a variety of sources. For additional technical background on Anthrax the following references are suggested:*

- *The Merck Manual* web site at http://www.merck.com, Copyright 1996-1997 Merck & Co., Inc., Whitehouse Station, NJ, USA;
- *Medical Chemical and Biological Defense – Biological* web site at http://mrmc-www.army.mil/biodef.html, Department of the Army; and
- *Handbook on the Medical Aspects of NBC Defensive Operations FM8-9* web site at http://www.nbc-med.org/amedp6/PART_I/about.htm, Department of the Army, Washington, D.C., 1 February, 1996.

Scene III: The Immediate Threat Wanes

It is 9 p.m. (1700) on *[date of 4th day of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*.

Additional medical supplies arrive on the scene and at local hospitals, including supplies of penicillin, erythromycin and tetracycline. Decontamination procedures at local hospitals and *ad hoc* treatment facilities are initiated for all incoming patients.

Standard antibiotics are ineffectual in fighting Anthrax infection among victims. Further studies conducted by the CDC indicate that the strain of Anthrax used in the release may have been biologically manipulated to resist treatment and initiate symptoms much faster than normal. Hospitals seek additional information from the CDC as to what other courses of treatment may be used to combat Anthrax infection.

The DFO is established at *[location of DFO]* and is fully staffed and equipped by the morning *[5th day of the scenario]*.

There are concerns about disposal of the victims' bodies. The number of victims and fear of spreading Anthrax spores creates problems with storage of the remains. The number of bodies collected overwhelms the city morgue and surrounding morgues. The total death count is more than 1,000. Hundreds of more deaths are anticipated. Families of the victims call local hospitals to arrange for retrieval of their loved ones' bodies for burial.

The CDC continues to collect samples from the quarantined areas.

On the morning of *[date of 5th day of the scenario]*, at approximately 9 a.m. (0900), airlines contact the CDC and the State Health Department with questions about testing for Anthrax contamination on aircraft, equipment and other potentially contaminated areas. They want to know what decontamination procedures will ensure the safety of their aircraft. Aircraft operators also ask if and when the airport will be safe to resume normal business.

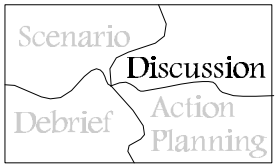
The CDC and the State Health Department continue to generate detailed information on appropriate clean-up methods for Anthrax contamination. Information on long-term clean-up of the airport and affected areas indicates that thorough cleaning of the airport and surrounding areas must be completed before the quarantine may be lifted and areas can be re-opened for normal business. President *[name of the President]* has already made it clear to the public that the airport will not re-open until laboratory testing confirms that it is free of Anthrax contamination.

Later that morning, FBI investigative teams locate the canisters used to spread the Anthrax in air-ducts of the baggage claim and ticketing areas. There are no leads to the perpetrator(s) of the attack at this time. However, the FBI announces that this incident is a terrorist incident.

Media interest in the incident captures worldwide attention as the total victim count is confirmed. The incident sends shockwaves through the country. People nationwide cancel flights and opt for alternate modes of transportation.

Media representatives transmit live interviews from the city reporting that residents are reluctant to return to their homes in spite of assurances that designated areas are safe to re-enter.

Facilitated Discussion



Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

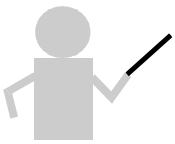
1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.

2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.

3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the previous scenes, use the "parking lot" technique. (Record the point on flip chart #2 and place it in an area designated for discussion during the final action-planning session.)

4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.

5. Encourage students to "think outside the box."



Instructor Note

Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Public Affairs; Extended Operations; Transition Operations; and other topics such as Community and Business Recovery.

QUESTIONS – Scene III

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. **What are your priorities and response concerns at this point? Do you need to revise your agency's strategy? What tactics are available to carry out this new strategy?**

   - *Using the results of action-planning sessions one and two, ask participants to develop a list of anticipated needs and concerns, as well as anticipated resource shortfalls.*
   - *At this point, participants should be concerned with integrating the State and federal response as a Disaster Field Office (DFO) is established and certain management responsibilities are shared.*
   - *Among the priorities that should also be considered:*
     - *Re-entry, restoration, and recovery; and*
     - *Continuing medical surveillance and general community health response.*

Additional Questions

What response concerns are based on resource shortfalls? How will you meet (or fill) these critical needs?

- *Resource shortfalls will include personnel, equipment and supplies. The review of the EOP should indicate what types of resources are available through immediate assets or mutual support at the start of the incident. At this point, most of the local assets will be exhausted or committed.*
- *Participants should list anticipated sources of resources by category. Expect some to point to State and federal sources.*

2. **How will you conduct extended response operations? Are local personnel and equipment resources adequate for the extended operations required?**

   - *The EOP should account for round-the-clock operations. Many jurisdictions plan to send a portion of the EOC staff home after the initial incident assessment reveals the need for extended operations. Determine who will be responsible for each function on multiple shifts.*

- *Each agency will likely be overwhelmed. The real question is how much State, federal or National Guard support is needed.*

3. **Based on the information presented, what staffing levels do you foresee your agency contributing to the response effort over the next 24 hours? What problems do you anticipate?**

- *Discuss the staffing pattern for the management team. The length of shifts, number of personnel, etc. should be detailed in the EOP, but should be reviewed at this time. Review the staffing plan and ensure the staff is optimally utilized during active periods.*

4. **What are your procedures for integrating State and federal resources into your management organization?**

- *The EOP should outline the procedures for State and federal integration.*
- *State and federal assistance is supplementary to the local response and as the Disaster Field Office (DFO) is established the Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) will coordinate activities of the State and local governments, ARC, the Salvation Army, and other relief and disaster assistance organizations.*

Additional Questions

How will your agency coordinate its action with other agencies (federal, State and local) and public interest groups?

- *The FCO is the primary federal coordinating authority for consequence management; the FBI handles crisis management.*

With the arrival of State and federal assistance and the formation of a Joint Information Center (JIC), how will media inquiries be handled? Who in your jurisdiction is responsible for authoring media releases?

- *Media releases must be coordinated with the FBI, FEMA, and State and local authorities once the JIC has been established.*
- *The EOP should provide a detailed communications/public relations plan.*

5. **How do you anticipate disposing of large amounts of contaminated waste generated during the response and decontamination phases? How will these materials be safely transported? By whom? To what locations?**

- *The emergency operations plan should account for disposal of hazardous waste, including biological waste.*
- *Regulations exist for the safe transportation of these materials. The bigger question may be which landfills or incinerators will be willing to accept the materials given the persistent nature of Anthrax and the ease with which it is spread.*

6. **When will the response phase be over? When will the recovery (cleanup/ remediation) phase be over?**

- *The EOP should provide guidance on concurrent activity response and recovery.*
- *The recovery phase will continue until the recovery plan has been fully implemented and completed (remember, "putting things back the way they were," is not always the best answer).*

7. **What continuing assessments should be enacted when the cleanup phase is complete? Who will make these determinations?**

- *Long-range health issues are of great concern.*
- *The EOP should provide an overview of how continuing assessments and long-term monitoring are accomplished. Allow the group to discuss their areas of concern and propose priorities.*

8. **What are the environmental concerns related to this incident?**

- *HAZMATs used during the response to support decontamination operations will continue to present hazards until neutralized.*

Additional Questions

What steps will be taken by your agency to ensure adequate sanitation measures throughout the affected area?

- *The local HAZMAT plan should identify sanitation procedures related to biological operations.*

What local requirements exist for re-entry to an evacuated area due to a HAZMAT incident?

- *The HAZMAT annex to the EOP should outline re-entry procedures.*
- *Following the use of an especially persistent biological agent such as Anthrax, the local emergency management team should consider the need for "safe certification." That is, having a "third party" lab verify the area as free from contamination.*

9. Within your jurisdiction, what psychological traumas may be anticipated? How will your agency deal with these traumas?

- *Many agencies have teams already designated to assist in such cases. In most instances, the teams will not have the capacity to handle the expected cases in an incident of this magnitude.*
- *Discuss the availability of crisis counseling. Also, refer participants to Section 416 of the Stafford Act.*

Additional Questions

How will your agency participate in death notification of civilians and your colleagues? Are personnel in your agency adequately trained in the process of death notification?

- *Death notification is always a difficult issue. The EOP should provide guidance to managers. However, at a minimum someone in the supervisory chain should be involved with the actual notification.*

10. What will you propose as a course of action to meet the resource shortfalls identified in this scenario?

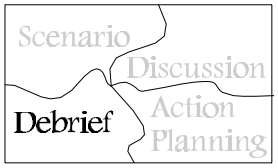
- *Let the group propose a course and record what they say. The jurisdiction can later address the adequacy or feasibility of the response. As instructors, we are not providing information on the solution to these needs.*

11. Are your jurisdiction's current plans, policies and procedures adequate for response to this phase of the incident? What steps will be necessary to upgrade these plans to an adequate level?

- *This question serves to wrap-up the day's discussions as well as the overall three-day session. The responses should serve as the basis for the summary to be presented at the conclusion of this activity.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise which you must be prepared to address.

Debrief

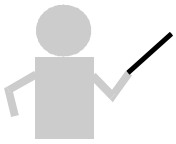


Purpose

This activity is designed to review the key concepts covered during the assessment of the recovery phase of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



Instructor Note

Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	**How It Affects Me or My Agency: What Do I Need to Know or Do**
Biological terrorism causes little physical damage to property, therefore recovery will focus on decontamination of the facility and monitoring to ensure the facility is safe for public use. Analysis of the attack for the purpose of improving response capability is essential. After-action reports are good sources of information.	
You must become familiar with your State's roles and responsibilities in a WMD incident.	
The FBI is designated as lead agency for crisis management response to terrorist incidents by Presidential Directive. This Directive and other statutes give the FBI the lead role in law enforcement response throughout the investigation.	
WMD incidents can easily grow into long-duration events due to the complexities that are faced. The planning process is a critical element in preparing to deal with WMD incidents.	
Federal disaster assistance is made available through the Robert T. Stafford Disaster Relief and Emergency Act. Through this Act, aid is generally available on a 75/25 Federal-State/local match.	
Traditional disaster assistance programs can supplement a long-term recovery program, but do not replace the local government's responsibility.	
Deploying resources will be just one of your problems; another problem will be dealing with the overabundance of people who offer their services.	
You may encounter a situation of "no movement" because of too much help. Be aware that these issues exist, and plan accordingly.	

Wrap Up

Purpose

The wrap up should conclude day-three session and prepare for final action-planning phase.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Transition to Final Action-Planning Session.

Section 7 – Course Action-Planning Session

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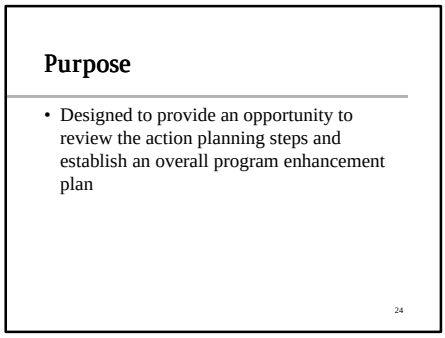
Course Action-Planning Session

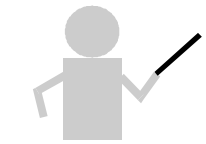
Purpose



This session is designed to provide participants with an opportunity to review the action planning steps developed during the action planning sessions and establish an overall program enhancement plan.

Presentation

1. Use the 30 previously identified actions as the basis for this discussion and prioritization.
2. Develop in advance and provide as both student handouts and wall charts the twenty priority actions developed during the first two sessions.
3. Using facilitated discussion, review the 30 actions identified during the previous discussion sessions. Attempt to develop a group consensus using the "majority rules" method and create a list ranking these needed actions. (*Note:* In most jurisdictions the Chief Executive or elected official has veto/approval authority and opinions must consider this.)
4. Unlike the previous action planning sessions, do not attempt to sort the issues by program, training, or resources.
5. After the list has been ranked, review the assigned responsibilities with the group. If any one agency has an inequitable share of the actions, confirm with the group that that division of labor is appropriate.



Instructor Note

This list of actions and responsible parties forms the foundation of the activity report.

Use a round-robin discussion to ensure each member of the group participates in the prioritization.

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline Short Term	Long Term

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Section 8 – Summary and Conclusion

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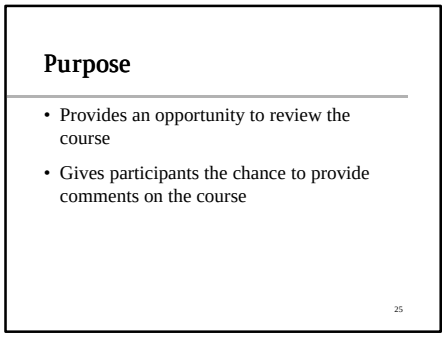
Summary and Conclusion

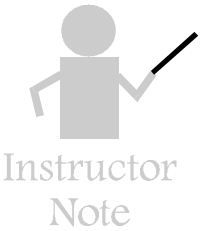
Purpose



This session provides participants with the opportunity to review the course. This session also gives participants the opportunity to provide comments on the course.

Presentation

1. Provide concluding remarks on course/workshop. Provide highlights of lessons learned throughout the course.
2. Review objectives and outcomes of the course.
3. Stress the importance of implementing the action plan developed during the last lesson.
4. Provide time for the participants to complete the course evaluation tool found in the student manual.
5. Graduation – distribute certificates of completion/training.



Because class members will be ready to leave and return to their offices or home, keep the concluding lesson brief.

If participants seem willing to provide detailed comments, allow time. Don't put on any pressure, however.

Congratulate the participants on their performance and thank them for their efforts.

Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 9 – References

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Background Information on WMD Incidents

What is Terrorism?

For the purposes of this course, terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom.

What is Weapons of Mass Destruction Terrorism?

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Facts on Terrorism

- On February 29, 1993, a bombing in the parking garage of the World Trade Center in New York City resulted in the deaths of five people and injuries to thousands. The bomb left a crater 200 by 100 feet wide and five stories deep. The World Trade Center is the second largest building in the world and houses 100,000 workers and visitors each day.
- In the Centennial Olympic Park-Olympic Games Bombing in Atlanta, Georgia, in 1996, there were two deaths and 110 injuries.
- The Department of Defense (DoD) estimates that as many as 26 nations may possess chemical agents and/or weapons and an additional 12 may be seeking to develop them.
- In recent years, the largest number of terrorist strikes have occurred in the Western United States and Puerto Rico. Attacks in Puerto Rico accounted for about 60 percent of all terrorist incidents that occurred on United States territory between 1983 and 1991.
- The Central Intelligence Agency (CIA) reports that at least 10 countries are believed to possess or be conducting research on biological-agent weapons.
- In the United States, most terrorist incidents have involved small extremist groups who use terrorism to achieve a designated objective. Local, State and federal law enforcement officials monitor suspected terrorist groups and try to prevent or protect against a suspected attack.
- A terrorist attack can take several forms, depending on the technological means available to the terrorist, the nature of the political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used terrorist method in the United States. Other possibilities include an attack at transportation facilities, an attack against utilities or their public services or an incident involving chemical or biological events.

Responding to a WMD Incident: Things You Should Know

- There is an increased concern about how to deal with the threats posed by weapons of mass destruction. A WMD incident challenges the confidence of emergency response personnel and the capacity of the health care system.
- Most local emergency management systems require an enhanced capability to manage a WMD threat. They require a capability for agent identification, personal protection, decontamination, and effective initial and definitive treatment modalities.
- Health systems for response to WMD require the following: agent identification, safe extraction and antidote administration; victim decontamination, triage and primary care; emergency medical transportation; local and regional definitive medical care; forward movement of victims for further care; appropriate disposition of the deceased; and decontamination of the incident site.
- Close cooperation with other emergency response groups, agencies, and individuals is essential; that is at the federal level, interdepartmental, interagency; then a federal/State/local government cooperative effort; and then a public/private effort.
- Responding to criminal incidents involves many tasks and can become very complex. No one response agency can handle the breadth and depth of tasks that must be done.
- Teamwork and an appreciation for the roles of other responders are crucial to effective working relationships.
- Good working relationships will help increase the probability of successful safe operations for:
  - rescue and treatment of victims;
  - gathering of physical evidence;
  - restoration of uninterrupted utilities;
  - prosecution of perpetrator(s); and
  - continued relationships for the future.
- You must consider the political context in your community. Elected officials will experience anger and frustration from the public's feeling of helplessness.
- You must also plan for the unexpected. Key staff people may be out of town or unable to handle the pressure, or adverse weather may delay help.
- The public is likely to panic due to their unfamiliarity with the event. It is important to have accurate health-related information available. You don't want to risk the public's perception that you don't know what you are talking about. Remember the Midwest flood, "Cannot even tell us how long to boil water, how can we trust them on vaccination?".

Key Factors to Consider When Developing a WMD Terrorism Annex to the EOP

The following are some key factors that you should consider when developing your WMD Terrorism Annex.

Nature of the Hazard

Describe the WMD agents of primary concern, including information on chemical and physical properties of these agents that have a direct bearing on emergency planning and response – i.e., the agent's volatility; behavior in fires, and persistence in the environment; makeup, symptoms and characteristics; and the short-term and long-term effects.

Risk Area

Emergency response plans must reflect the fact that a WMD incident will affect different areas in different ways and at different times. Areas near the point of release are likely to experience relatively high concentrations of agent very quickly, while areas farther away are likely to experience lower agent concentrations after a period of time. The plans should provide for the most rapid and effective protective actions possible. For locations farther away, but still possible within the risk zone of contamination by the hazard, plan for public protective actions, including the possibility of having time to evacuate the public in an orderly fashion. Also, plan for the possibility of sheltering populations who can not be evacuated in time. Consider consequence management plans for those not in the immediate area of the contaminant.

Response Actions – Things to Think About

Direction and Control

Who's In Charge? How will your agency's actions be coordinated with the actions of other agencies? What conflicts may be anticipated due to the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal, State, city, and local jurisdictions? What written policies provide guidance on these issues?

What will be the effect of a WMD incident on your integrated command structure? How will it change?

What support will you receive from other agencies?

Do you know who has coordination responsibilities for this effort? Where are these duties specified?

Emergency Operations (Evacuation and Sheltering)

What policies do you have in place regarding evacuation, specifically the following: (emergency powers, safe routes, assist the special populations (elderly, handicapped, special needs), security for evacuated properties?

What areas will you evacuate? How long do you think it will take?

Where will you send these evacuated people? What routes will you designate?

Who can order an evacuation?

Who will manage the traffic and designate traffic routes to prevent traffic congestion?

What plans and procedures do you have in place for temporary shelters? Do you know who is responsible for coordinating shelter arrangements? Do you have sufficient shelters pre-arranged for use?

Do you have areas designated for shelters?

Public's Needs

Do you have arrangements in place to meet the public's immediate needs for food and water?

The Medical Response Effort

The public will think they have been exposed – and may overload hospitals. In Japan, there were a reported 5,500 casualties (12 deaths, 17 critical patients, 37 severe, and 984 moderate, with another 4,000 casualties who seemingly had nothing wrong with them, but who reported to medical facilities). How are you going to handle the influx of people who have not been exposed – but think they have? You are going to have to deal with these people quickly – in order to find and deal with the people who have been exposed.

What about drug treatments? Will they only be available for use in a medical facility? Will you have access to the required antidotes? How will you get the vaccine quickly?

Resource Requirements (Equipment, Supplies)

- Respirators
- Biological protective clothing and suits
- Gloves
- Boots
- Goggles

Response Actions – Things to Think About

- Face shields
- Hard hats
- Hoods
- Safety glasses
- Must be trained to use equipment and must be maintained
- All personal protective equipment (PPE) must be approved

Will you have adequate supplies for decontamination efforts?

What resource shortfalls do you anticipate? What specific assistance will you need from the State government?

Decontamination

Who will alert you if internal protective actions are required?

How will you be notified of contaminated or exposed patients?

What is the level of field decontamination that patients will receive?

What arrangements will you need to make for extensive decontamination at the scene?

How will you monitor the scene to control the spread of the contaminant? Do you have written procedures to address this?

How Prepared Are You and Your Agency to Deal with Recovery Issues?

Things to Think About

Resource Requirements (Equipment, Supplies, Personnel)

Do you have procedures in place to specify how extended operations should be conducted?

Do you have alternates to meet resource requirements when you experience a shortfall? Do you have these arrangements in writing?

What plans will you consult regarding ongoing staffing requirements?

Clean-up, Debris Disposal and Decontamination

Who is responsible for the disposal of contaminated clothing, articles, and dead bodies?

How will these materials be safely transported? Does your EOP/SOP specify waste diposal locations and identify who will do it?

Do you know if your locality and State has promulgated regulations regarding hazardous waste disposal?

Do you have mechanisms in place to quickly remove the contaminant so that businesses can reopen quickly?

Economic Recovery

Do you have plans in place to retain businesses during the recovery phase?

Mental and Physical Health

How will your agency deal with psychological traumas? Does your agency have arrangements or agreements with agencies to perform critical stress incident counseling? Do you know how to obtain federal assistance for this service?

Do you know what type of medical surveillance, if any, will be required?

Presidential Decision Directive 39 (PDD-39) Unclassified

U.S. POLICY ON COUNTERTERRORISM

1. General. Terrorism is both a threat to our national security as well as a criminal act. The Administration has stated that it is the policy of the United States to use all appropriate means to deter, defeat, and respond to all terrorist attacks on our territory and resources, both people and facilities, wherever they occur. In support of these efforts, the United States will:

- Employ efforts to deter, preempt, apprehend and prosecute terrorists.
- Work closely with other governments to carry out our counterterrorism policy and combat terrorist threats against them.
- Identify sponsors of terrorists, isolate them, and ensure they pay for their actions.
- Make no concessions to terrorists.

2. Measures to Combat Terrorism. To ensure that the United States is prepared to combat terrorism in all its forms, a number of measures have been directed. These include reducing vulnerabilities to terrorism, deterring and responding to terrorist acts, and having capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including those of mass destruction.

a. Reduce Vulnerabilities. In order to reduce our vulnerabilities to terrorism, both at home and abroad, all department/agency heads have been directed to ensure that their personnel and facilities are fully protected against terrorism. Specific efforts that will be conducted to ensure our security against terrorist acts include the following:

- Review the vulnerability of government facilities and critical national infrastructure.
- Expand the program of counterterrorism.
- Reduce vulnerabilities affecting civilian personnel/facilities abroad and military personnel/facilities.
- Reduce vulnerabilities affecting U.S. airports, aircraft/passengers and shipping, and provide appropriate security measures for other modes of transportation.
- Exclude/deport persons who pose a terrorist threat. Prevent unlawful traffic in firearms and explosives, and protect the President and other officials against terrorist attack.
- Reduce U.S. vulnerabilities to international terrorism through intelligence collection/analysis, counterintelligence and covert action.

b. Deter. To deter terrorism, it is necessary to provide a clear public position that our policies will not be affected by terrorist acts and we will vigorously deal with terrorist/sponsors to reduce terrorist capabilities and support. In this regard, we must make it clear that we will not allow terrorism to succeed and that the pursuit arrest and prosecution of terrorists is of the highest priority. Our goals include the disruption of terrorist-sponsored activity including termination-of financial support, arrest and punishment of terrorists as criminals, application of U.S laws and new legislation to prevent terrorist groups from operating in the United States, and

application of extraterritorial statutes to counter acts of terrorism and apprehend terrorists outside of the United States. Return of terrorists overseas, who are wanted for violation of U.S. law, is of the highest priority and a central issue in bilateral relations with any State that harbors or assists them.

c. Respond. To respond to terrorism, we must have a rapid and decisive capability to protect Americans, defeat or arrest terrorists, respond against terrorist sponsors, and provide relief to the victims of terrorists. The goal during the immediate response phase of an incident is to terminate terrorist attacks so that the terrorists do not accomplish their objectives or maintain their freedom, while seeking to minimize damage and loss of life and provide emergency assistance. After an incident has occurred, a rapidly deployable interagency Emergency Support Team (EST) will provide required capabilities on scene: a Foreign Emergency Support Team (FEST) for foreign incidents and a Domestic Emergency Support Team (DEST) for domestic incidents. DEST membership will be limited to those agencies required to respond to the specific incident. Both teams will include elements for specific types of incidents such as nuclear, biological, or chemical threats.

The Director, FEMA, will ensure that the Federal Response Plan is adequate for consequence management activities in response to terrorist attacks against large U.S. populations, including those where weapons of mass destruction are involved. FEMA will also ensure that State response plans and capabilities are adequate and tested. FEMA, supported by all Federal Response Plan signatories, will assume the Lead Agency role for consequence management in Washington, D.C. and on scene. If large-scale casualties and infrastructure damage occur, the President may appoint a Personal Representative for Consequence management as the on scene Federal authority during recovery. A roster of senior and former government officials willing to perform these functions will be created and the rostered individuals will be provided training and information necessary to allow them to be called upon on short notice.

Agencies will bear the costs of their participation in terrorist incidents and counterterrorist operations, unless otherwise directed.

d. NBC Consequence Management. The development of effective capabilities for preventing and managing the consequences of terrorist use of nuclear, biological or chemical (NBC) materials or weapons is of the highest priority. Terrorist acquisition of weapons of mass destruction is not acceptable and there is no higher priority than preventing the acquisition of such materials/weapons or removing this capability from terrorist groups. FEMA will review the Federal Response plan on an urgent basis, in coordination with supporting agencies, to determine its adequacy in responding to an NBC-related terrorist incident; identify and remedy any shortfalls in stockpiles, capabilities or g; and report on the status of these efforts in 180 days.

Robert T. Stafford Disaster Assistance and Emergency Relief Act, Section 416

{§ 416}

§ 5183. Crisis counseling assistance and training

The President is authorized to provide professional counseling services, including financial assistance to State or local agencies or private mental health organizations to provide such services or training of disaster workers, to victims of major disasters in order to relieve mental health problems caused or aggravated by such major disaster or its aftermath.

ACRONYMS

ACOM	Atlantic Command
AEM	Area Emergency Manager
AID	Agency for International Development
AMC	Army Materiel Command
AMS	Atmospheric Monitoring System
ARAC	Atmospheric Release Advisory Capability
ATSDR	Agency for Toxic Substance and Disease Registry (PHS)
BSI	Base Support Installation
CAT	Crisis Action Team (DOMS)
CBRDT	Chemical/Biological Rapid Deployment Team
CDC	Center for Disease Control
CDRG	Catastrophic Disaster Response Group
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
$C^{O}M$	Consequence Management
$C^{R}M$	Crisis Management
CRTF	Commander, Response Task Force
DALO	Disaster Area Liaison Officer
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Team
DOE	Department of Energy
DOJ	Department of Justice
EAS	Emergency Alert System
ECC	Emergency Command Center
EICC	Emergency Information and Coordination Center
EMP	electromagnetic pulse
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EOD	Explosives Ordnance Detachment
EOT	Emergency Operations Team
EPA	Environmental Protection Agency
EPSP	Emergency Pharmaceutical Support Plan
ERAMS	Environmental Radiation Ambient Monitoring System
ERT	Emergency Response Team
ERT-A	Emergency Response Team-Advance Element
ERT-N	National Emergency Response Team
ESF	Emergency Support Function
EST	Emergency Support Team

ETA	Estimated Time of Arrival
FAST	Federal Agency Support Team
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FOSC	Federal On-Scene Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRMAC	Federal Radiological Monitoring and Assessment Center
FRP	Federal Response Plan
g	grams
GIS	Geographic Information System
HA	Hazards Assessment
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HIT	Hazardous Incident Team
HMT	Hazardous Materials Team
IC	Incident Commander
ICS/UC	Incident Command System/Unified Command
IND	Improvised Nuclear Device
IMA	Individual Mobilization Augmenter
IRR	Initial Response Resources
IRT	Incident Response Team
JCSE	Joint Communications Support Element
JIC	Joint Information Center
JNACC	Joint Nuclear Accident Coordination Center
JOC	Joint Operations Center
km	kilometer
kt	kiloton
LFA	Lead Federal Agency
LSC	Life Support Center
MACC	Multi-Agency Coordination Center
MATTS	Mobile Air Transportable Telecommunications System
MERRT	Medical Emergency Radiological Response Team
MERS	Mobile Emergency Response Support
MHC	Mobile Health Clinics
MKT	Mobile Kitchen Trailer
MOB Center	Mobilization Center
MOU	Memorandum of Understanding

MSA	Mine Safety Association
MSU	Management Support Unit
NAOC	National Airborne Operations Center
NASA	National Aeronautical and Space Administration
NBC	Nuclear, Biological, or Chemical
NCC	National Coordination Center
NCP	National Contingency Plan
NCR	National Capital Region
NDMS	National Disaster Medical System
NECC	National Emergency Coordination Center
NICT	National Incident Coordination Team
NIFC	National Interagency Fire Center
NMDS	National Disaster Medical System
NOK	next of kin
NRC	Nuclear Regulatory Commission
NRC	National Response Center
NRS	National Response System
NRT	National Response Team
NSC	National Security Council
OEMP	Office of Emergency Planning
OEP	Office of Emergency Preparedness
OSC	On-Scene Coordinator
OES	Office of Emergency Services
PHS	Public Health Service
PPE	Personal Protective Equipment
PSN	Public Switched Network
psi	pounds per square inch
Pu	Plutonium
RAP	Radiological Assistance Program
RDD	Radiological Dispersion Device
REAC/TS	Radiological Emergency Assistance Center/Training Site
RECC	Regional Emergency Communications Center
REM	Roentgen Equivalent Man
REOC	Regional Emergency Operations Center
RFA	Request for Assistance
RICT	Regional Incident Coordination Team
ROC	Regional Operations Center
RPM	Radiological Program Managers
RRC	Regional Response Center
RRT	Regional Response Team
RTF	Regional Task Force

SCO	State Coordinating Officer
SIOC	Strategic Information and Operations Center
SITREP	Situation Report
TERMM	Transportable Emergency Response Monitoring Module
TEU	Technical Escort Unit
TSP	Telecommunications Service Priority
U	Uranium
US&R	Urban Search and Rescue
USCG	United States Coast Guard
uCi/m2	microcuries per square meter
VA	Department of Veterans Affairs
VANTS	VA National Telecommunications System

DEFINITIONS

Access – Close physical proximity to a biological agent, container or munitions, under circumstances that could provide an opportunity to acquire, release, tamper with, damage, or come in direct contact with the chemical agent.

Biological Event Site – The geographical location of the biological event.

Consequence Management (C^OM) – Involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses, and individuals.

Contamination – The deposit and/or absorption of biological agents on and by structures, personnel, or objects.

Crisis Management (C^RM) – Involves measures to resolve the hostile situation, investigate, and prepare a criminal case for prosecution under federal law.

Decontamination – The process of decreasing the amount of biological agent on any person, object, or area by absorbing, destroying, ventilating, or removing biological agents.

Marshaling Area – An area used to store resources when the capability to provide transportation directly from the point of origin to the Mobilization Center into the affected area is restricted.

Staging Area – The facility at the local jurisdictional level near the disaster site where personnel and equipment are assembled for immediate deployment to an operational site within the disaster area (local or State control AKA final staging area).

RESOURCES

For Chemical or Biological Response:

U.S. Army Technical Escort Unit
Chemical Biological Defense Command
Aberdeen Proving Ground, MD 21020
Phone: (410) 671-4383 during business hours (EST)
(410) 671-2773 after business hours, weekends, holidays

Note: The Technical Escort Unit (TEU) will provide a technical assessment to determine if the threat is credible. Requests for deployment of the Technical Escort Unit must be made by the FBI through the Director of Military Operations (DOMS).

For Chemical or Biological Equipment Training:

U.S. Army Chemical School
Contingency Support Detachment (Chemical Defense Training Facility)
Fort McClellan, AL
Phone: (205) 848-4615

Chemical Biological Counterterrorism Course

For Biological Agent Medical Management information and training:

U.S. Army Medical Research Institute of Infectious Diseases
Operational Medicine Department
Fort Detrick, Frederick, MD 21702

Note: The Medical Research Institute of Infectious Diseases works closely with the Centers for Disease Control.

Centers for Disease Control Contact:
Emergency Response Coordination Group
4770 Buford Highway
Atlanta, GA 30341-3724
Phone: (770) 488-7100 – 24-hour phone line
Fax: (770) 488-7107

Weapons of Mass Destruction – Evaluation Form

Federal Emergency Management Agency
Emergency Management Institute

Directions: Your comments are an integral part of course design. Please assess the effectiveness of this training activity by answering the following questions.

Name _____
Title/Position _____
Agency/Organization _____
Jurisdiction (City, County, State) _____
Date of Course _____

1. Scenario Used
   (check one – if multiple scenarios are conducted, complete a separate evaluation form for each)

   ☐ Biological – Anthrax (persistent biological agent)

   ☐ Chemical – Sarin (non-persistent nerve agent)

   ☐ Chemical – VX (persistent nerve agent)

   ☐ Nuclear (improvised nuclear device)

   ☐ Radiological (radiological dispersion device)

2. What was the timeframe used for conducting the course?

   ☐ One day

   ☐ Three days

   ☐ Other: _____

3. Based on the facilitated discussion and action-planning session(s), identify the functional areas in your jurisdiction that require further planning, training or resources in emergency management and response with regard to a terrorist incident involving weapons of mass destruction. (Check all that apply.)

Planning	Training	Resources	
☐	☐	☐	Emergency Management Infrastructure
☐	☐	☐	Elected/Appointed Officials
☐	☐	☐	Fire Department
☐	☐	☐	Emergency Medical Services
☐	☐	☐	Law Enforcement
☐	☐	☐	Hazardous Materials Team
☐	☐	☐	Public Works
☐	☐	☐	Transportation
☐	☐	☐	Public Health and Safety
☐	☐	☐	Volunteer Organizations
☐	☐	☐	Neighboring Jurisdictions (mutual support)
☐	☐	☐	State Agencies within Jurisdiction
☐	☐	☐	Regional Federal Agencies
☐	☐	☐	Military Representatives within Jurisdiction
☐	☐	☐	Other (describe):

_____

_____

_____

_____

4. Based on the action-planning session, list the top three priorities for follow-up. Include the following information: the action and or task, what agency is responsible, point of contact, and the timeframe within which this action should be completed.

Item	Action	Responsible Agency	Point of Contact	Timeframe
1				
2				
3				

5. Having completed this course, do you have a better understanding of how to manage and respond to a WMD terrorism situation such as that described in the scenario? Why or why not?

_____

_____

_____

_____

_____

_____

_____

_____

6. Rate the following with regard to the course materials:

Rank the following according to this scale:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Content					
Was clear and well organized	5	4	3	2	1
Was relevant to course objectives	5	4	3	2	1
Activities were useful	5	4	3	2	1
Was technically accurate and current	5	4	3	2	1
The length of the course was appropriate	5	4	3	2	1
Course Materials					
Were well organized	5	4	3	2	1
Were helpful	5	4	3	2	1
Visuals were effective	5	4	3	2	1
Activities were challenging	5	4	3	2	1
Will be used in the field	5	4	3	2	1

7. How could the course be improved?

8. What were the strengths and weaknesses of the course?