



Terrorism Annex

Section 1. Introduction

The Terrorism annex provides a consequence management plan for responding to and recovering from terrorist-initiated incident(s) involving weapons of mass destruction (WMD) or Chemical, Biological, Radiological, Nuclear, or high-yield Explosives (CBRNE). La Plata County is vulnerable to terrorist attack(s), and such an incident could have the potential to result in large numbers of fatalities, injuries, property damage, economic losses, and/or rendered unusable environmental/agricultural resources by means of contamination or damage.

Terrorism Defined

Federal Bureau of Investigation (FBI) Definition of Terrorism –

The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

United States Federal Criminal Code Definition of Terrorism –

Title 18 of the United States Code defines terrorism in Section 2331 of Chapter 113(B), "...activities that involve violent... or life-threatening acts... that are a violation of the criminal laws of the United States or of any State and... appear to be intended (i) to intimidate or coerce a civilian population; (ii) to influence the policy of a government by intimidation or coercion; or (iii) to affect the conduct of a government by mass destruction, assassination, or kidnapping; and...(C) occur primarily within the territorial jurisdiction of the United States..."

US Patriot Act of 2001 terrorist activities include:

- Threatening, conspiring, or attempting to hijack airplanes, boats, buses, or other vehicles, attempting to commit acts of violence on any "protected" persons, such as government officials.
- Any crime committed with "the use of any weapon or dangerous device," when the intent of the crime is determined to be the endangerment of public safety or substantial property damage rather than for "mere personal monetary gain."

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1.1 Situation & Assumptions

A terrorist incident may be made readily apparent to a responding organization by the characteristics of the impact or may be exceedingly difficult to initially identify because of uncertainty as to the cause or extent of the situation. There is potential for simultaneous or secondary attacks. Situations and assumptions may include:

- Any situation in which terrorism is suspected is considered a crime scene; preservation of evidence is critical.
- Decontamination of people, places, and things may become necessary, with the potential to exceed local resources.
- Once an event is attributed to terrorism, responders and providers may experience unusual stress, exhaustion, and burnout. Public alarm will also be greater which may result in psychosomatic responses. Demand for mental health services may be more acute than normal.
- Terrorism may cause political events requiring involvement of elected and appointed officials.
- The resources and/or expertise of local agencies could quickly be depleted. Extensive use of State/Federal resources and intrastate mutual aid agreements must be anticipated. Specialized resources may be needed to support response to a terrorist incident. Such resources are not generally located within LPC.
- Incidents can expand rapidly and not allow responders time to become adequately operational; state and federal terrorism response resources may take 6-12 hours to deploy.

1.2 National Terrorism Advisory System (NTAS)

The Secretary of the Department of Homeland Security, in coordination with other Federal entities, will decide whether an NTAS Alert should be issued. NTAS Alerts will only be issued when credible information is available. These alerts will include a clear statement that there is an imminent threat. Alerts will include a concise summary of actions being taken to ensure public safety and recommended steps that individuals, communities, businesses, and governments can take to help prevent, mitigate, or respond to the threat. The State of Colorado has adopted the following classification scheme in accordance with the [National Terrorism Advisory System](#) (NTAS):

- **Imminent Threat Alert:** Warns of a credible and impending terrorist threat against the United States.
- **Elevated Threat Alert:** Warns of a credible terrorist threat against the United States.
- **Sunset Provision:** Individual threat alert is issued for a specific time and then automatically expires.

For the purposes of LPC information flow, the LPC Sheriff's Department retrieves communications through their Sheriff's Association, the State, or the FBI, and disperses the information internally and/or externally based upon the sensitivity of the information gathered.

Section 2. Terrorism Considerations

People, facilities, locations, and systems vulnerable to terrorism may include, but are not limited to:

- Government owned and operated facilities.
- Banks and financial centers.
- Vulnerable institutions, such as schools and health care facilities.
- Transportation networks and facilities.
- Businesses and entertainment centers, tourist attractions, and recreation facilities.
- Community utilities, computer networks, communications systems, and internet services.
- Valuable natural resources such as drinking water sources, energy/gas repositories, agriculture, fisheries, etc.

Responding County and municipal jurisdictions will respond in accordance with pre-developed plans and procedures as well as appropriately trained and equipped personnel.

Events involving WMD or CBRNE may result in large numbers of casualties. Medical facilities in LPC capable of offering such treatment will have limited capacity to accept survivors. It will be necessary to transport survivors to distant medical facilities and may require establishing temporary medical operations in the field. Fatally injured victims may be numerous, and their bodies contaminated or infectious. Special mortuary arrangements are likely to be necessary, requiring support from outside LPC.

Terrorist incidents may involve damage or disruption to computer networks, telecommunication systems, or internet systems. Disturbance to vital community networks for utilities, transportation, and/or communication could endanger the health and safety of the population at risk. Refer to the Utility Failure Annex for more information.

Section 3. Concept of Operations

3.1 La Plata County Response

Under most conditions, the County and municipal jurisdictions will provide the initial emergency response to a known, suspected, or threatened incident impacting the safety of community residents and visitors. The first responding units will establish a unified command of appropriate local organizations and initiate required notification, site security, and response operations including rescue task forces. Initial control of the incident scene(s) should be established by law enforcement. Provided the nature of terrorist related incidents, local capabilities may quickly or immediately become overwhelmed or exceeded. There are 3 FBI Agents near Southwest Colorado, specifically for the Tribal land and Utah area, and they are present to provide supplemental assistance as needed; however, the main FBI office is in Denver, Colorado.

Detection and Notification

Local response organizations may not immediately recognize that a situation is caused by a terrorist or cyber terrorist attack. The following mechanisms will support detection of an actual, suspected, or threatened terrorist or cyber terrorist incident:

- Law enforcement intelligence efforts.
- Warnings or announcements by the perpetrators.
- Characteristics of the event, such as explosion or chemical recognition.
- Witness accounts.
- The medical or physical symptoms of survivors.
- Laboratory results from samples taken at the scene or from survivors' or victims' bodies.
- Unexplained disruption/failure of a computer network, telecommunications, or internet service.

If first responders or others suspect that the incident or threatened incident is the result of a terrorist and/or involves a WMD/CBRNE, then the following local authorities should immediately be notified: the LPC Sheriff, the La Plata County Manager, and the OEM Director.

County officials should then notify the **State of Colorado Emergency Operations Line (303) 279-8855**.

As a precaution, the State will ensure that the applicable regional FBI office has been notified in addition to other appropriate agencies. As necessary, the State will notify appropriate regional assets and State Emergency Support Function (ESF) lead agencies, including Colorado Office of Preparedness and Security (OPS), and Civil Support Teams through DHSEM.

EOC Activation

Like most major incidents impacting La Plata County, the county Emergency Operations Center (EOC) should be activated for a terrorist incident. Through the EOC, additional local resources and capabilities will be made available to the unified command. Management of local response operations for a terrorist incident will generally be guided by the following objectives:

- Preserving life or minimizing risk to health.
- Preventing a threatened act from being carried out or an existing terrorist act from being expanded or aggravated.
- Locating, accessing, rendering safe, controlling, containing, recovering, and disposing of a WMD.
- Rescuing, decontaminating, transporting, and treating survivors.
- Restoring essential services and mitigating suffering.
- Conducting site restoration.
- Protecting economic and critical infrastructures.

3.2 State

Colorado has the principal responsibility for development, implementation, and maintenance of terrorism response capabilities. In the likely event that local response capabilities are not adequate to conduct crisis and consequence management operations, State and Federal resources may be mobilized through a request to the Colorado DHSEM regional field manager and an Executive Order of the Governor. The characteristics or magnitude of a terrorist event may necessitate the activation of the State EOC and the National Response Framework.

It is anticipated that the State and/or Federal resources will provide specialized personnel, equipment, and materials to support LPC's response to an actual or threatened terrorist event. All State, regional, and/or Federal response agencies and organizations will establish and participate in a unified command structure at or near the scene in conjunction with the La Plata County EOC. It is anticipated that State resources will:

- Assist in assessing and monitoring State vulnerabilities to the impacts of a terrorist incident.
- Assist in determining the ongoing needs of LPC to respond to a terrorist incident.
- Identify solutions to prevent and mitigate future loss of life and property damage.
- Establish special committees to deal with issues arising during the crisis.
- Identify operational concepts to incorporate federal response actions and support.
- Coordinate deployment of the Strategic National Stockpile (SNS) to local communities.
- Work with LPC to deploy specialized resources for rapid response to a terrorist incident.
- Provide trained personnel that are equipped for response to a known or suspected terrorist attack, cyber-attack, or one involving a WMD or CBRNE agents (e.g. National Guard, State Computer Emergency Response Teams, environmental investigators, health specialists, animal disease control specialists, other specialized first responders).
- Deploy State public information officers and support staff to manage a Joint Information Center (JIC) at or near the scene of a terrorist incident and supplement the efforts of La Plata County.

3.3 Federal

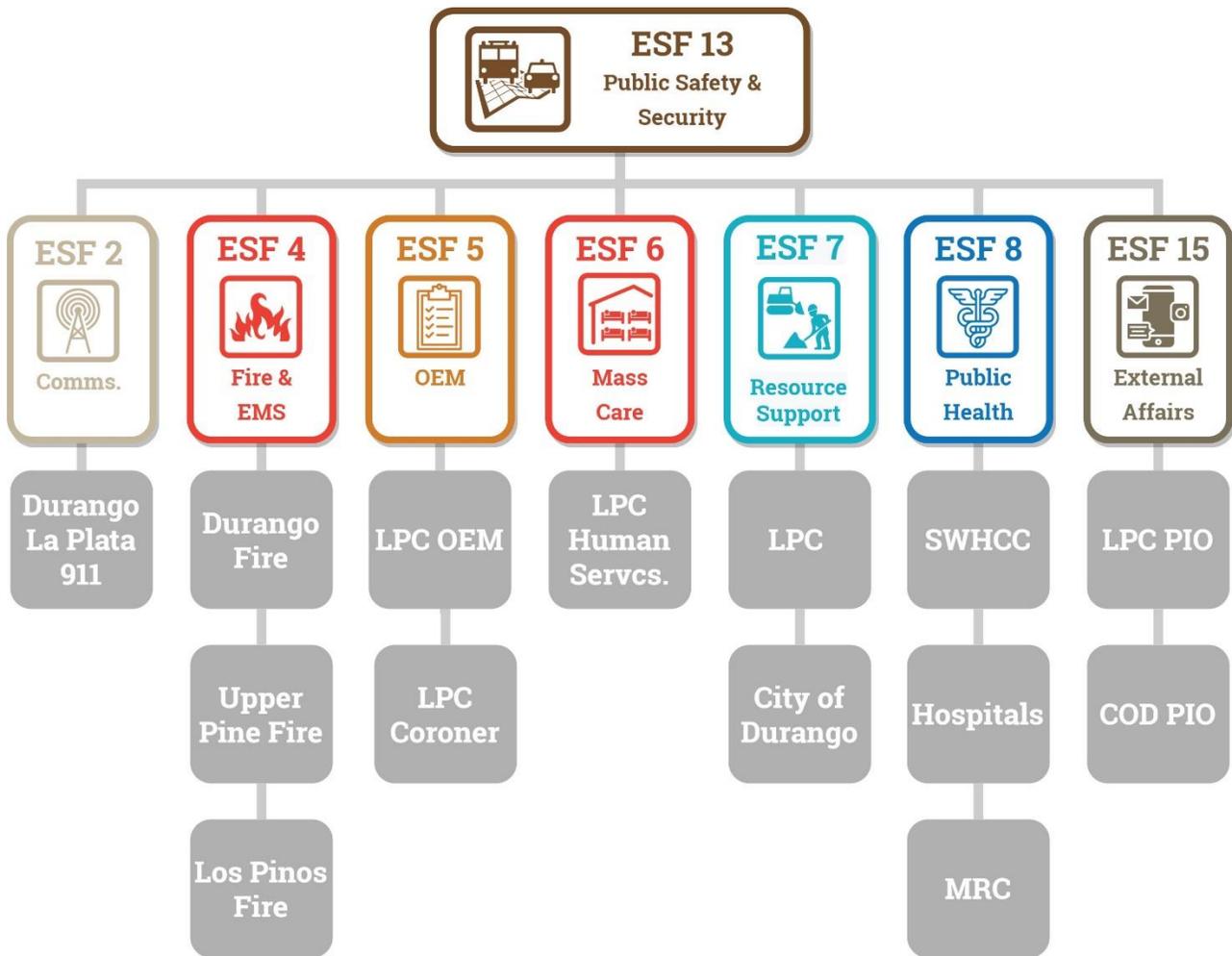
Federal agencies with statutory authority for response to a terrorist incident will participate in and cooperate with LPC through a unified command or MACG established by the responding local jurisdiction(s).

Once determined that a terrorist incident is credible, the FBI Special Agent in Charge (SAC), through the FBI Headquarters, will initiate liaison with other Federal agencies to activate their operations centers. FEMA Region 8 may activate a Regional Response Coordination Center (RRCC) and deploy a representative to the affected area. When FEMA Region 8 activates a ROC, the region will notify the responsible FBI Field Office to request a liaison. If the FBI activates the Strategic Information and Operations Center (SIOC) at FBI Headquarters, then other Federal agencies, including FEMA, will deploy a representative to the SIOC, as required. Once the FBI has determined the need to activate a Joint Operations Center (JOC) to support the incident site, Federal, State, and local agencies may be requested by FEMA to support the Consequence Management Group located at the JOC.

Section 4. Roles and Responsibilities

4.1 Roles and Responsibilities

The following sections outline the primary and support emergency support functions (ESF) that have a role in preparedness and response to a terrorist incident within La Plata County. Dependent upon the situation, additional emergency support functions may be called upon by the IC. **ESF 13** is the primary initial lead for terrorist attacks. As capabilities become exceeded, Federal resources, personnel and equipment will be necessary.



Acronyms:

- LPC OEM – La Plata County Office of Emergency Management
- LPC PIO – Public Information Officer
- COD PIO – City of Durango Public Information Officer
- LPC- La Plata County
- SWHCC- Southwest Health Care Coalition
- MRC – Medical Reserve Corps

4.2 Local Government Entities

4.2.1 Primary ESF

ESF 13 - Sheriff's Office



The Sheriff's Office acts as the lead of the Law Enforcement Branch of the Operations Sections, the primary lead agency for rescue task forces (RTF), and is responsible for the overall evacuation and movement of citizens throughout the operational area. Law enforcement agencies will be integral in the tactical Incident Command Post (ICP).

ESF 13 – Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Pre-identify evacuation assembly points. Assist LPC Coroner to identify fatalities.
<input type="checkbox"/> In-Progress	Provide personnel for scene security, property protection, and evidence collection. Assist in the notification of the next of kin of the injured and deceased. Provide situational awareness to critical facilities and notification to critical facilities to lock out or lock down as a precautionary action during a terrorist incident.
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

ESF 13 – Traffic Control

STATUS	ACTION
<input type="checkbox"/> Initiated	Coordinate the routes for movement of motorists. Support mass transit pick-up and movement of those needing assistance. Define traffic control areas using the Sheriff's Office and jurisdictional law enforcement. Close roads that will not be used as the primary egress or ingress routes to the impacted area. Facilitate movement of emergency vehicles.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

4.2.1 Support ESF

ESF 2 – Communications



The Durango La Plata 9-1-1 Communications Center gathers basic information from the reporting party and notifies responders through radio broadcast. The 9-1-1 Communications Center queries the reporting party and others on or near the scene to describe the location of the terrorist incident. If the responding agency requests mutual aid, **ESF 2** will notify the appropriate entity.

ESF 2 - Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	
<input type="checkbox"/> In-Progress	Notify through simulcast broadcasting: the appropriate fire districts, the shift commander and patrol deputies of the Sheriff’s Office, and additional law enforcement agencies as necessary as well as ESF 5 .
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	
<input type="checkbox"/> Initiated	
<input type="checkbox"/> In-Progress	If the responding agency requests mutual aid, the 9-1-1 Communications Center contacts agencies providing mutual aid.
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

ESF 2 - Public Alert and Warning

Coordinate with **ESF 5** & the IC to develop emergency notification that needs to be shared with the public (including people with access and functional needs and those with limited English proficiency) of the terrorist incident. Refer to the Alert & Warning Annex for further details. Coordinate with **ESF 15** for public information messaging.

ESF 4 - Fire & EMS



The fire and EMS rescue crews will provide EMS care to impacted individuals in coordination with the primary lead law enforcement agency and rescue task forces established by the IC. **ESF 4** shall not attempt to question witnesses or participants in a terrorist related incident. Such questions are the responsibility of the investigating law enforcement agency. Additional security may be needed to protect such personnel from the media.

ESF 4 – Initial Attack

STATUS	ACTION
<input type="checkbox"/> Initiated <input type="checkbox"/> In-Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	Coordinate with Rescue Task Forces (RTF) within the IC’s direction. Provide personnel and equipment to administer emergency medical assistance at the disaster scene. Assist in the triage of the injured, as appropriate. Coordinate with local hospitals and clinics to ensure casualties are transported to the appropriate medical facility. Maintain a casualty/patient tracking system.
<input type="checkbox"/> Initiated <input type="checkbox"/> In-Progress <input type="checkbox"/> Completed <input type="checkbox"/> N/A	Establish and maintain field communications and coordination with other responding emergency teams (medical, fire, police, public works, etc.) Maintain liaison with the American Red Cross. Coordinate information to ESF 5 & ESF 15 on the number of injuries, deaths, etc.

ESF 5 - Emergency Management



OEM is responsible for maintaining situational awareness of threats that may necessitate an evacuation of impacted citizens. OEM will coordinate the County government's role in response to and recovery from the disaster. OEM will work in partnership with the EM of the municipalities within the County to provide overall coordination at the EOC.

ESF 5 - Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Activate the EOC, in coordination with the County Manager, to the appropriate emergency level. Notify staff of pending EOC activation and/or to current activation levels and coordinate staffing of all needed positions. Activate an information coordination conference call or meeting that will include members of the MACG. Communicate with DHSEM, keeping them apprised of local situation and requesting additional resources as needed. Coordinate with ESF 2 and the IC to develop and disseminate emergency notifications. Refer to Alert & Warning annex. Provide support to ESF 15 in public information messaging needs.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

ESF 5 – LPC Coroner

STATUS	ACTION
<input type="checkbox"/> Initiated	Activate LPC Coroner's Mass Fatality Plan, as appropriate. Select an adequate number of qualified personnel to start temporary morgue sites if necessary. Provide coordination to notify next of kin of the deceased. Establish and maintain a comprehensive record keeping system for continuous updating and recording of fatality numbers. Law enforcement may provide security, property protection, and evidence collection.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

ESF 6 – Mass Care & Human Services



Special care should be taken to provide up-to-date information to family of terrorist incident victims. Consideration should be given to keeping all such people in a central location where they can be protected from the press and where information can be provided as it becomes available.

ESF 6 - Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Care for families and victims. Provide information on loss of life or property to families. Each family should be assigned a member of the clergy or a social worker as a point of contact for information. Families' and individuals' religious preferences must be respected if the clergy is involved.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	
<input type="checkbox"/> Initiated	Assist ESF 15 with response to calls from relatives, the press, and concerned citizens, to provide information to the next of kin of victims.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

ESF 7 – Logistics Management & Resource Management



The city, towns, and county logistics will be vital in assisting response agencies with additional resources as requested. The following is a partial listing of additional resources that may be necessary during a terrorist incident. Resource requests will be coordinated through the EOC.

ESF 7 - Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Assist coordination of identifying suitable facilities to serve as a temporary morgue.
<input type="checkbox"/> In-Progress	Coordinate obtainment of supplies such as body bags and possible heavy equipment to
<input type="checkbox"/> Completed	address Mass Casualty Incident (MCI) situations. Address additional resource requests as
<input type="checkbox"/> N/A	they arise, in coordination with the EOC.

ESF 8 – Public Health & Medical



Public Health identifies the health and medical needs of those impacted by terrorist incidents. Public health establishes and maintains field and inter-hospital medical communications to assist with an organized response effort amongst health and medical care facilities.

ESF 8 – Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Provide medical guidance, as needed, to EMS units, field collection, and/or treatment locations, etc. Coordinate with medical response personnel at the disaster scene to ensure that casualties are transported to the appropriate medical facility. Provide information to ESF 5 and ESF 15 on the number of injuries, deaths, etc. Staff the MACG with one person with decision-making authority per operational period.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

ESF 8 – Mental Health

STATUS	ACTION
<input type="checkbox"/> Initiated	Provide professional psychological support for victims and involved personnel (on an as-needed basis) during all phases of the disaster. Coordinate the evacuation of patients from damaged or threatened mental health facilities. Prepare for and coordinate the reception of mental patients evacuated from other such facilities with ESF 6 & 7 .
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

ESF 8 – Medical Reserve Corps (MRC) & Southwest Healthcare Coalition (SWHCC)

STATUS	ACTION
<input type="checkbox"/> Initiated	Identify pre-organized disaster teams available within the jurisdiction, neighboring jurisdictions, State sources, Federal sources, and National Disaster Medical Systems sources. Make available upon request qualified medical personnel, supplies, and equipment. Coordinate acquisition and transportation of requested medical/health equipment and sources.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	
<input type="checkbox"/> Initiated	Coordinate SWHCC activation to support implementation of hospital and mental health facility disaster plans.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	

ESF 15 – External Affairs



External Affairs/public information officers/public affairs officer, provide accurate, coordinated, timely, and accessible information to affected populations, including governments, media, the private sector, and the local populace, including children, those with disabilities and with Access and Functional Needs (AFN), and individuals with limited English proficiency

ESF 15 Coordination List

STATUS	ACTION
<input type="checkbox"/> Initiated	Provide emergency public information. Provide continuous and accessible public incident information. Ensure that information is authentic and valid and informs individuals with sensory, intellectual, or cognitive disabilities; individuals with limited English proficiency; and others with AFN. Coordinate the actions for public information releases. Inform responding stakeholders how to, or when not to, interact with the media during an emergency.
<input type="checkbox"/> In-Progress	
<input type="checkbox"/> Completed	
<input type="checkbox"/> N/A	