

TILLAMOOK COUNTY, OREGON
EMERGENCY OPERATIONS PLAN

ANNEX Q
TERRORISM

TERRORISM – WEAPONS OF MASS DESTRUCTION INCIDENT ANNEX

A. AUTHORITY

The organizational and operational concepts set forth in this Annex are promulgated under the following authorities:

State and Local authority for Emergency Management as established by Oregon Revised Statutes, chapter 401.

Federal Civil Defense Act of 1950, PL81-950 as amended.
The Disaster Relief and Emergency Assistance Act of 1974,
PL93-0288 as amended; the Robert T. Stafford Disaster
Relief and Emergency Assistance Act, PL100-707;
Presidential Decision Directive

B. Realistic Limitations

Due to the dynamic, unpredictable and potential devastating nature of terrorist incident involving WMD, this annex provides the best possible concepts, yet recognizes services may be overwhelmed and the response not practical or reasonable.

B. PURPOSE

The purpose of this annex is to develop a consequence management plan for responding to and recovering from a terrorist incident involving weapons of mass destruction (WMD). This annex will provide guidance for the use of County resources before, during and after this type of emergency. This annex supplements the Emergency Operations Plan already in effect.

C. SITUATION AND ASSUMPTIONS

1. Situation:

Tillamook County is no different than other communities that are vulnerable to terrorism. Terrorism incidents may involve mass casualties, damage to crops, livestock, food, property, the environment and economy. During the summer months there is a significant increase in population due to tourism that could further strain local response resources.

All responders must be looking for secondary devices. On-scene operations will be complex multi -agency (local, state, federal), mutual aid responders and information will need to be disseminated rapidly in order to control the scene.

The crime scene, hot, warm, cold zone and disaster boundaries will be clearly define by physical markings as soon as possible or practical in the event. Access and egress in the areas will have to be controlled by the appropriate agency in charge of the scene, and only according to the level of training.

a. Possible Scenarios Short of Actual Terrorist Incident:

- Pre-scheduled and special events: This situation comes with advanced notice and allows for proactive planning, coordinating, training and exercising ensuring preparedness.
- b. Routine use of these kinds of events for multi-jurisdictional rehearsal will lead to better actions in all events.
- c. Local, state and federal assets may be deployed depending upon the level of threat.
- d. Unified command can be utilized, again good practice for the unplanned situation.

Threat Received

- The Sheriff's Office will assemble appropriate law enforcement personnel and other appropriate entities to assess the credibility of the threat.
- If it is deemed credible, the Sheriff's Office will notify appropriate authorities and recommend initiation of appropriate preparedness of this plan, the Incident Command System, and activation of the EOC.

- Depending upon when the threat is received, there may not be ample time to conduct a thorough vulnerability assessment, and mobilize pre-positioned assets. The Sheriff's Office will act accordingly to protect the public, coordinating through the EOC and Emergency Management.

2. Assumptions:

When an overt incident occurs, the initial call for help will likely come through the local 911 center. The caller will probably not state that an "act of terrorism has occurred", but more likely report what the major events appear to be, such as an explosion, hazardous materials release or mass casualty incident. Based upon caller information and dispatch protocols, emergency response activities will begin.

The event may or may not be preceded by a warning and may at first appear to be an ordinary incident. As awareness and training of terrorism increases, first responders have a better chance of recognizing the event for what it is and take steps to initiate this annex and begin response activities. This annex should be implemented whenever there is obviously or suspicious evidence indicating a significant intentional event has occurred that seeks to harm large numbers of people, compromise public safety, disrupt critical services, or damage the area's economy or environment. Department of Emergency Management Duty Officer will be notified.

Terrorist attacks are usually directed at large numbers of citizens or facilities or agencies with which the terrorist have disagreements. Injuries could include fatalities, physical and psychological trauma with lasting effects to civilians or responders. A large-scale attack may be preceded by a smaller attack to draw in responders. Initial responding and mutual aid companies can expect no assistance for up to 4-6 hours and recovery may take an extended period of time.

D. CONCEPT OF OPERATIONS

1. Direction and Control

- a. Use of the Incident Command System is required by all emergency response agencies when responding to actual or suspected terrorist events.
- b. A command post will be established on scene for the coordination of all scene activities using the unified command concept.
- c. Representation by fire, law enforcement and medical responders is necessary to allow for the transition of the event phases from life saving to crime scene investigation.
- d. In the case of a covert biological incident, the event may go unrecognized until patients seek care at local medical facilities. In such cases, the Tillamook County Health Department will coordinate mitigation of the emergency from the EOC in cooperation with the Oregon Health Branch.
- e. All threats and acts of terrorism are criminal events. The appropriate law enforcement agency will assume command after life saving activities are secured. Local law enforcement shall prepare to work with the FBI.
- f. The scene command post is responsible for the coordination and deployment of scene response activities. The priorities for response to any incident will be:
 - Life safety for responders and the public
 - Scene stabilization
 - Conservation of property and resources
- g. The Tillamook County EOC shall be activated to support on scene needs and serve as the conduit for request for state and federal assets, both for response and recovery efforts.

2. Alert, Warning and Threat Condition

- a. In order to insure that appropriate resources respond and/or are requested it is imperative that local state and federal authorities will be notified with out delay. Call lists are published under separate cover.
- b. In the case of potential threats or heightened states of alertness, appropriate agencies will be notified. An appendix

detailing the threat levels and protective steps is attached to this Annex. Tillamook County's threat levels (low, guarded, elevated, high and severe) correspond to the national Homeland Security levels and additionally offer suggested protective steps that agencies and facilities should take. Tillamook 9-1-1 will be the initial notification source for first response agencies. Upon receiving a report from the scene of possible signs of criminal or terrorist activity, Tillamook 9-1-1 will in turn notify all response agencies, hospitals and Emergency Management.

- c. The County Emergency Manager or their designated duty officer will notify neighboring county Public safety Answering Points (PSAPs), and Oregon Emergency Management through OERS.
- d. Mutual aid assets will be notified through existing channels. Resource requests beyond normal mutual aid agreements will be coordinated through the county EOC.

3. Public Information

- a. Existing public information procedures will be used. Due to the desire of the terrorist to instill fear, clearance of all information released to the public must be cleared through the incident commander and be coordinated with all response entities to ensure consistency.
- b. The scene IC should appoint a public information officer (PIO) to address initial public information needs from the site. This may involve coordinating media releases and arranging contacts between the media and response agencies as appropriate. Scene PIOs are responsible to coordinate releasing information with the county EOC.
- c. The EOC will establish a process to collect and provide ongoing incident information to the public and media due to the broad scope of interest in the incident that will be generated. Once established, all media releases should go through the EOC.
- d. Representatives from participating agencies may be sent to the EOC to coordinate joint agency releases and to establish a Joint Information Center, (JIC).
- e. Tillamook County Emergency Management will be responsible for establishing a location for the media and setting incident update time intervals.

4. Protective Actions

- a. Two key public protective strategies are shelter-in-place or evacuation. Each carries risks and benefits and deciding which methods offers the best possible protection in any given case requires careful analysis of the hazards.
- b. Evacuation is preferable if people will be able to egress out of harms way prior to the hazard arriving at their location. This can be logistically challenging. Consideration of how long it takes the public to actually prepare and evacuate, along with time of day, traffic routes and congestion, and other considerations are important. Special needs populations (home bound, latch key children, etc.) may be at risk of being left behind.
- c. Shelter-in-place does not carry the risks inherent with trying to move large segments of the population assuming that people are relatively safe staying where they are.

4. Communications

- a. Initial communications will be managed through Tillamook 9-1-1 using existing protocols.
- b. Enhanced scene communications may be established as necessary with designating separate command, tactical and coordination channels. Cells phones may be of value.
- c. The EOC will utilize existing communication avenues, including amateur radio operators.
- d. Response agencies from outside the area should use their area channels as a tactical frequency with one portable radio assigned for command and control use.
- e. Plain text communication will be used; no codes or acronyms should be used. Radio traffic should be limited to essential messages.
- f. The Incident commander may require use of encryption-coded communications to block operational or sensitive information.

5. Incident Scene Security

- a. Local law enforcement is responsible to establish incident site and perimeter security. Additional law enforcement assets may be requested from neighboring, county and state agencies.
- b. Provision of security at health care and other critical facilities may be facilitated through the EOC.

- c. Heightened security measures should be implemented at all facilities to help guard against secondary events.
- d. Only authorized personnel should be operating within the established perimeters. Personnel leaving the perimeter should be identified if at all possible.

6. Decontamination

- a. Decontamination will initially be under the direction of the fire service until such time as regional hazardous materials teams are available.
- b. Gross decontamination will consist of removal of outer clothing as a minimum along with use of fog patterns when appropriate. Speed in establishing this capability takes precedence over thoroughness.
- c. Mutual aid fire companies should establish gross decontamination operations at each hospital to assist in controlling cross contamination of health care facilities.
- d. Decontamination is rarely required in a biological event due to the time from exposure and onset of symptoms.
- e. The county health officer can order the segregation, isolation or quarantine of individuals that they believe pose a risk to other persons.

E. HAZARDS

The hazard may be explosive, chemical, radiological, incendiary device or biological in nature. Appendices are attached which provide additional threat specific information.

F. DIRECTION AND CONTROL

Upon notification of a pending or actual incident, the County will take the following actions:

A. Preparation Phase

- 1. Each agency identified in this plan will review and update operating procedures and planning elements on an annual basis.
 - a. Assign personnel, maintain equipment lists, provide training for all personnel and test staff and plan through the exercise process.

- b. Determine vulnerability and readiness of our communities.
- c. Implement a terrorism task force so entities can plan and coordinate their combined capabilities in dealing with potential acts of terrorism.
- d. Review and update mutual aid agreements.
- e. Discuss advisability of increased readiness with County Board of Commissioners.

B. Emergency Phase

- 1. The EOC will assimilate and interpret field reports and implement appropriate portions of this annex.

G. AGENCY RESPONSIBILITIES

The following agencies will provide the core local response to threats and incidents involving terrorism. Agencies are responsible to seek terrorism response specific training to ensure staff has a minimum of awareness level instruction.

1. Tillamook County Emergency Management

- a. Provide logistical and other necessary support to scene Incident Commanders as requested.
- b. Coordinating for the alert and warning of citizens located in the effected areas.
- c. Activate the Emergency Operations Center (EOC) and staff the center with key personnel.
- d. Serving as the liaison between local jurisdictions and response agencies, neighboring counties, and Oregon Emergency Management (OEM) for requesting additional resources when local or county capabilities are expected to be exceeded.
- e. Provide for coordinated public and media information services.
- f. Providing for additional communication capabilities when requested or needed.
- g. Develop county administrative guidelines and procedures for emergency response and communications to threats or terrorist incidents involving WMD.

- h. Establish and maintain a database of specialized equipment and specialized personnel that could provide support before, during or after a terrorist event.

2. Tillamook County Health Department

- a. Provide continuous and enhanced disease surveillance and reporting.
- b. Establish procedures to control any and all communicable diseases.
- c. Provide a representative to the county EOC for coordination of public health measures.
- d. Provide for coordination of health and sanitation efforts associated with a terrorist incident.
- e. Provide for the assessment of current and predicted health and medical needs.
- f. Declaring a public health emergency as necessary.
- g. Provide public information advisories to the PIO regarding prevention of disease spread.
- h. Implement mass immunization or prophylaxis clinics.
- i. Provide services and support as identified in the basic plan.

3. Tillamook County Public Works.

- a. Provide equipment and personnel to assist in evacuations.
- b. Provide barricade material to control scene perimeters, crowd, and critical transportation corridors.
- c. Provide personnel to conduct emergency building inspections.
- d. Assist in the repair and restoration of damaged access routes, water, sewer and electrical systems.
- e. Familiarize staff with this annex and participate in exercises as appropriate to evaluate their understanding.
- f. Act as a liaison to obtain alternate mass transportation.

5. Law Enforcement

- a. Ensure the safety of first responders.
- b. Establish perimeters to control access to authorized personnel. Identify personnel entering and leaving the scene.
- c. Coordinating crowd control.
- d. Establish additional security at critical facilities.
- e. Establish or join the scene ICS and establish a representative at the command post.
- f. Provide a liaison to the EOC.

- g. Ensure crime scene and evidence collection integrity as best as possible during life saving phase. Assume complete control after life saving phase.
- h. Sweep scene for multiple devices.
- i. Maintain readiness posture in case of other criminal or terrorist activities.
- j. Familiarize staff with this annex and participate in exercises as appropriate to evaluate their understanding.

6. Fire Service

- a. Fire Suppression.
- b. Establish or join the scene ICS and establish a representative at the command post.
- c. Provide a liaison for the EOC.
- d. Hazardous Materials release information as possible. At a minimum establish hot zone boundaries and minimum PPE recommendations for responders.
- e. Establishment of gross decontamination operations at the scene and hospital when possible.
- f. Provide medical response within the constraints of training and equipment available.
- g. Request regional hazmat team if appropriate.
- h. Provide temporary lighting and power at emergency scenes if needed.
- i. Assist in the warning and evacuation of the public when possible.
- j. Initiate mutual aid agreements as necessary to ensure public has continuous fire protection services.
- k. Familiarize staff with this annex and participate in exercises as appropriate to evaluate their understanding.

7. Emergency Medical Services (Ambulance providers)

- a. Provide basic and advanced life support care within constraints of training and equipment.
- f. Establish or join the ICS and establish a representative at the command post.
- g. Establish triage injured.
- h. Coordinate with hospitals on transport decisions.
- i. Familiarize staff with this annex and participate in exercises as appropriate to evaluate their understanding.

H. ADMINISTRATION AND LOGISTICS

- A. This section covers the general support and reporting requirements. All county personnel will sign in at the EOC and will be assigned under the appropriate section outlined under the incident command system.
 - 1. Proper time accounting sheets and insurance coverage forms will be completed and processed at the EOC intake area. All employees and volunteers must sign in and out when working on the incident.
 - 2. Any funding that exceeds the County's Emergency fund of \$1,000 must be cleared by the Tillamook County Board of Commissioners and executed by the Tillamook County Treasurer.
 - 3. All documentation of expenditures and time sheet will be attached to the incident log.
 - 4. Situation Reports will be generated 4 times during a 24-hour period and should occur before each new shifts briefing. Tillamook County Emergency Management will coordinate this report with State and Federal agencies.
 - 5. The Public Information Officer will also provide a new press release after each Briefing.

I. ANNEX DEVELOPMENT AND MAINTENANCE

- A. Tillamook County Emergency Management will have responsibility to update and maintain this plan as needed.