



THE STATE OF FLORIDA TERRORISM INCIDENT RESPONSE ANNEX

To The State of Florida Comprehensive Emergency Management Plan

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EXECUTIVE SUMMARY

This document defines a statewide program for the State of Florida to prepare for, respond to and recover from a terrorist or cyber terrorist attack. It is a hazard specific annex to the Florida Comprehensive Emergency Management Plan (CEMP). This annex governs the plans, operational concepts, and policies used to prepare for and respond to any type of, technological and/or criminal/hostile terrorist event in the State of Florida. The procedures and actions defined in this annex are normally executed by the State Coordinating Officer (SCO) following the issuance of an executive order by the Governor.

State government and all communities in the State are vulnerable to attacks involving “weapons of mass destruction” (WMD) and/or cyber terrorism. A terrorist attack involving a WMD could threaten lives, property, and environmental resources through physical destruction of explosions and resulting fires, and/or by contamination with chemical, biological, and/or radiological materials. A cyber terrorist attack could destroy or significantly disrupt vital computer networks, communication systems, and/or Internet services, interfering with provision of critical community services and thereby causing substantial human and economic impacts.

The State of Florida, in cooperation with county/municipal representatives, has established and maintained a comprehensive program to prepare for and manage the impacts of terrorist and cyber terrorist events. The program provides for the continuing assessment of the state's vulnerabilities, planning, and training to prepare for and respond to such events, pre-deployment of specialized response capabilities throughout the state, and definition of the operational concepts to be utilized to manage an actual or suspected event.

Response to an actual or suspected event has two phases: 1) Actions intended to prevent or end the terrorist action and; 2) Actions to deal with the impacts of the event in most cases, the first responder to a terrorist event will be county or municipal emergency personnel. Leaders of these emergency response units will implement command and control of both the crisis and consequence management operations through a unified command structure established at or near the scene. If needed, State and/or Federal assistance will be mobilized to support the local command structure.

In addition, this annex describes the training and exercise programs to be established in support of this program and sets forth the State requirements for related county/municipal plan and program development.

AUTHORITIES

The authority for the development, implementation, and maintenance of this annex and all county/municipal terrorist response annexes is derived from Chapters 252.35(2)(a) and 943.0312 of the Florida Statutes.

This annex further serves as the fundamental governing policy for the Regional Domestic Security Task Forces (RDSTF) activated at the outset of a terrorist incident by Executive Order of the Governor of Florida. The RDSTF is fully integrated into the emergency management system in place at the State and local level pursuant to the State CEMP, Regional Response Plans and Chapters 252 and 943 of the Florida Statutes, and various planning requirements issued by the Florida Division of Emergency Management (DEM) and the Florida Department of Law Enforcement (FDLE).

SUPPORTING PLANS AND DOCUMENTS

General

- Domestic Security Strategic Plan
- Critical Infrastructure Strategy
- Florida Preventative Radiological Nuclear Detection (PRND) Implementation Strategy
- Florida Automated Critical Asset Management System (ACAMS) Implementation Plan
- Type III Incident Management Team (IMT) Plan
- Suspicious Substance Protocol
- The State of Florida Annex for a Pandemic or Widespread Disease Occurrence
- Disaster Behavioral Health Plan
- Alternate Medical Treatment Site (AMTS) Plan
- Ambulance Deployment Plan

Standard Operating Guides (SOG)

- Bomb Squad
- Regional Security Team (RST)
- Urban Search and Rescue Type III
- Urban Search and Rescue Type II
- Urban Search and Rescue Type I
- Light Technical Rescue Team (LTRT)
- Hazmat Operational Readiness
- Hazmat SOG for Resource Typing
- Hazmat Levels of Service
- Waterborne Response Team
- Special Weapons and Tactics (SWAT)
- Forensic Response Team
- State Agricultural Response Team (SART)
- Syndromic Surveillance Standards
- Dosimeter Guidelines
- Multi-Agency Coordinating Groups
- Regional Domestic Security Task Force (RDSTF) Guide

DEFINITIONS

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

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

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

Consequence Management - The Division of Emergency Management (DEM) is responsible for coordinating statewide assets in support to the impacted RDSTF(s) and recovery operations. Consequence management supports crisis management efforts from the time of attack until such time as State Incident Command passes to the State Coordinating Officer (SCO).

Crisis Management - The Florida Department of Law Enforcement (FDLE), as the State Incident Command, under Florida State Statute 943, FDLE shall be responsible to direct and coordinate the initial state and regional response under the Comprehensive Emergency Management Plan (CEMP) and in coordination with the SCO. The State Incident Commander exercises this authority through the RDSTF(s) to provide immediate regional response to support the local incident commander. Crisis management begins once an attack has occurred.

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

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

Emergency Operations Center (EOC) - A centralized facility housing representatives of emergency support functions for purposes of the identification, mobilization, coordination, and allocation of personnel, equipment, and materials to support the unified command at the incident scene. **Local Emergency Operations Center** refers to either a county and/or a municipal EOC. **State Emergency Operations Center** refers to the State EOC in Tallahassee.

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

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

Fusion Center –is the designated State of Florida fusion center, housed within the FDLE Office of Statewide Intelligence. The mission of the FFC is to protect the citizens, visitors, resources and critical infrastructure of Florida by enhancing information sharing, intelligence capabilities

and preparedness operations for all local, state and federal agencies in accordance with Florida's Domestic Security Strategy. The Florida Fusion Center receives and coordinates information and situational awareness with state partners and the 7 RDSTFs.

Incident Management Assistance Team (IMAT) – A group of representative of the Federal organizations mobilized to an incident scene to advice the local and/or state unified command.

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

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

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

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

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

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

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

Regional Response Coordination Center (RRCC) - Located in each Federal Emergency Management Agency (FEMA) region, these multiagency agency coordination centers are staffed by Emergency Support Functions in anticipation of a serious incident in the region or immediately following an incident. Operating under the direction of the FEMA Regional Administrator, the RRCCs coordinate Federal regional response efforts and maintain connectivity with State emergency operations centers, State fusion centers, Federal Executive Boards, and other Federal and State operations and coordination centers that have potential to contribute to development of situational awareness.

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

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

Weapon of Mass Destruction (WMD) - (1) Any explosive, incendiary, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one-quarter ounce, mine, or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

Weapons of Mass Destruction Civil Support Team (WMD-CST) - A designated team of National Guard personnel available on a seven day, 24-hour basis with specialized training, equipment, and materials, that can be mobilized by Executive Order of the Governor to the scene of a terrorist attack to support the local Incident Commander.

CHAPTER I – INTRODUCTION

I. General

The population, property, and environmental resources of the State of Florida are vulnerable to a threatened or actual terrorist attack. A terrorist incident could result in the release of harmful chemical, biological, or radiological materials, detonation of an explosive device, or disruption of services dependent on computers, telecommunications, and the Internet. Such an incident could impact any location within the state and have the potential to result in large numbers of fatalities, injuries, property damage, and/or economic losses. It is also possible that valuable environmental/agricultural resources necessary for the state's welfare could be rendered unusable through contamination or other forms of damage.

This document is one of several hazard specific annexes to the State of Florida Comprehensive Emergency Management Plan (CEMP). It defines the state's program to prepare for and respond to such a terrorist or cyber terrorist event.

II. Purpose and Scope

The Terrorism Annex establishes the policies, programs, and procedures that will be utilized by state agencies and organizations to prepare for, respond to, and recover from a threatened or actual emergency resulting from a terrorist act. It also defines the roles of the Regional Domestic Security Task Forces (RDSTF) and local and federal government agencies in the development, implementation, and maintenance of the statewide system.

Communities throughout the state are vulnerable to a terrorist incident. Across the state, there are people, facilities, locations, and systems that could be severely harmed by a terrorist event including, but not limited to:

- Densely developed, urbanized areas;
- Government owned and operated facilities;
- Military installations;
- Banks and financial centers;
- Vulnerable institutions, such as schools and health care facilities;
- Transportation networks and facilities;
- Businesses and industries;
- Major entertainment centers, tourist attractions, and recreation facilities;
- Community utilities, computer networks; communications systems, and Internet services; and
- Valuable natural resources such as drinking water sources, agricultural, and fisheries resources, beaches, etc.

A terrorist event could be localized or occur over a large area within the state, and could originate from a remote location outside of the state. Such an incident could endanger the health, safety, and/or general welfare of the residents of the state.

A response to a terrorist event may quickly deplete or threaten to deplete the resources and capabilities of local emergency service organizations, or

necessitate an emergency response beyond the capabilities of local officials. Depending on the type, size, or location, a terrorist incident could also exceed the capabilities of the state and necessitate support and assistance from federal and/or international organizations.

III. Assumptions

This section describes and sets forth the assumptions utilized to prepare this Annex and are as follows:

1. First responder entities are cognizant of potential threats and potential threat elements.
2. A terrorist incident may be made readily apparent to a responding organization by the characteristics of the impact or a declaration on the part of the perpetrators, or may be very difficult to initially detect and identify because of uncertainty as to the cause or extent of the situation.
3. The resources and/or expertise of local agencies could quickly be depleted by a response to a major terrorist incident and its consequences. Extensive use of state and federal resources and intrastate mutual aid agreements must be anticipated.
4. Specialized resources, as well as those normally utilized in disaster situations, will be needed to support response to a terrorist incident. Such resources may not be located in the area or in the State of Florida.
5. The Florida Department of Health (DOH) will have laboratories available that will be adequate for analytical services needed to manage a response to a terrorist event in the state.
6. Resources from governmental agencies (local, state, and federal) and private organizations will be made available upon request.
7. All state and local response agencies and organizations will establish and participate in a unified command structure at or near the scene. The emergency operations center of responding jurisdictions will be activated and staffed if indicated by the size or scope of the incident.
8. Federal agencies with statutory authority for response to a terrorist incident, or for the geographic location in which it occurs or has impacted, will participate in and cooperate with the unified command structure established by the responding local jurisdiction.
9. A terrorist event will result in the timely activation of the CEMPs of the local jurisdictions impacted. When needed, the Florida Division of Emergency Management (DEM) will activate the State CEMP and the Federal Emergency Management Agency (FEMA) will activate the National Response Framework (NRF).
10. Responding county and municipal jurisdictions will respond in accordance with pre-developed plans and procedures as well as appropriately trained

and equipped personnel. The resources and procedures for such related operations such as hazardous material response, mass casualty incident management, law enforcement, search and rescue, etc., will be in place to be utilized when needed during a terrorist incident.

11. Events involving weapons of mass destruction (WMD) there may be a large number of casualties. Injured or ill survivors will require specialized medical treatment, potentially including decontamination. Medical facilities near the scene 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.
12. Terrorist incidents may involve damage or disruption to computer networks, telecommunication systems, or Internet systems. In addition, disturbance to vital community networks for utilities, transportation, and/or communication could endanger the health and safety of the population at risk. In addition, interruptions of emergency response operations could result in very substantial economic losses.
13. Extensive media interest in a terrorist event will necessitate media management operations and resources beyond those needed for other types of emergency management operations.
14. Each county and municipality in the state will develop and maintain a section to its CEMP that defines how local government agencies and organizations will respond to a threatened or actual terrorist incident. Such sections will be consistent with the state's Terrorism Annex, and will specifically define mechanisms for local officials to access the Terrorism Response System. The municipal plans should be consistent with the corresponding county plan and will specifically define mechanisms for municipalities to access the Terrorism Response System.
15. Management of response operations for a terrorist incident will be guided by the following:
 - a. Preserving life or minimizing risk to health.
 - b. Preventing a threatened act from being carried out or an existing terrorist act from being expanded or aggravated.
 - c. Locating, accessing, rendering safe, controlling, containing, recovering, and disposing of a WMD.
 - d. Rescuing, decontaminating, transporting, and treating survivors.
 - e. Releasing emergency public information that ensures adequate and accurate communications with the public.

- f. Restoring essential services and mitigating suffering.
- g. Collecting and preserving evidence.
- h. Apprehending and successfully prosecuting perpetrators.
- i. Conducting site restoration.
- j. Protecting economic infrastructure and protecting critical infrastructure.

CHAPTER 2 – THE RESPONSE PROCESS

I. General

This chapter of the Annex describes the operational concepts and organization to be used in the management of a response to a terrorist incident occurring in or impacting the State of Florida.

The concept of operations incorporated into this Annex is consistent with that utilized by the federal government. The Terrorism Incident Annex of the National Response Framework (NRF) establishes a general concept of operations utilizing the concepts of *crisis management*. Crisis and consequence management operations are very closely interrelated and success or failure in one can impact the other. Therefore, the concept of operations contains mechanisms for the close coordination of activities in both these categories of operations.

This section first describes the response process available for terrorist events impacting the state and, secondly, the concept of operations to be used by state organizations for management of the response to the event.

II. Response Process without a Clearly Defined Incident Scene

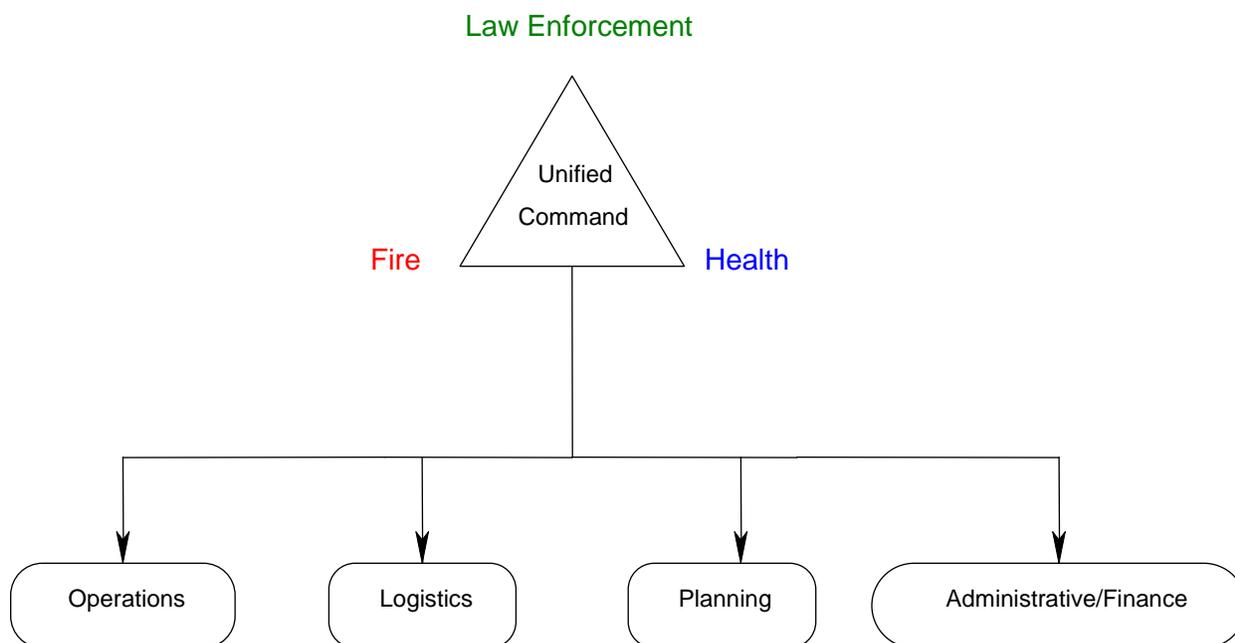
It is possible that the use of a weapon of mass destruction (WMD), such as a biological agent, could occur resulting in widespread illness, fatalities, or environmental contamination without a readily defined incident scene. In this case emergency operations at the local level would be coordinated through the local emergency operations center. Response operations such as mass casualty management, environmental decontamination, and public information would be provided on a region-wide basis, with coordination being done through the Regional Domestic Security Task Forces (RDSTF) and the State Emergency Operations Center (SEOC). Cross-regional coordination will be conducted by the SEOC.

III. Local Response

The local response process for a terrorism event is shown in **Figure 1**. Under most conditions, the local jurisdiction will provide the initial emergency response to a known, suspected, or threatened terrorist event. The first responding units should establish a unified command of appropriate local organizations and initiate required notification, site security, and response operations in accordance with established procedures.

Consistent with local plans and procedures and the characteristics of the event, the responding jurisdiction's emergency operations center may be activated. Through the local emergency operations center, additional local resources and capabilities can be made available to the unified command by activation of the jurisdiction's comprehensive emergency management plan, as well as specialized procedures for hazardous materials response, mass casualty incident management, mass fatality management, search and rescue, and other related plans. Guidelines for these procedures can be found in the State Field Operations Guide (FOG).

FIGURE 1: Local Response Only



IV. State and Regional Response

In the event that local response capabilities may not be adequate to conduct crisis and consequence management operations, state and regional resources may be mobilized with an Executive Order of the Governor. The characteristics or magnitude of a terrorist event may necessitate the activation of the SEOC and the State of Florida Comprehensive Emergency Management Plan (CEMP). State resources mobilized through these actions would then be available to the local unified command. In addition, the State of Florida established seven RDSTFs for each of the seven regions shown in **Figure 2**. These Task Forces are established to address the unique emergency preparedness needs for terrorist incidents. State and regional response organizations are illustrated in **Figures 3 and 4**.

Pursuant to F.S. 943, the Florida Department of Law Enforcement (FDLE) is the lead state agency for Crisis Management while the Florida Division of Emergency Management (DEM) is the lead state agency for Consequence Management.

A. Regional Domestic Security Task Force (RDSTF)

Pursuant to Florida Statutes Chapter 943, the FDLE established a RDSTF in each of the seven operational regions of the Department. The RDSTFs address the unique preparedness and response needs for terrorism and WMD incidents. DEM will support and assist the required Domestic Security Task Forces with the response of specialized personnel, equipment, and material to support local emergency agencies

and organizations responding to an actual or threatened terrorist event. The RDSTFs perform the following functions:

1. Assist in assessing, defining, and monitoring the state's vulnerability to the impacts of a terrorist incident.
2. Assist in determining state and local government ongoing needs (specialized personnel, equipment, material, planning, and training) to effectively respond to a major terrorist incident.
3. Development of regional standards and guidelines applicable to the safe and efficient emergency response to a terrorist incident.
4. Identify operational concepts to incorporate federal response actions and personnel into the management of a terrorist incident and its consequences in the community.
5. Work in concert with local emergency management to deploy specialized resources, sponsored by the State, for rapid response to a terrorist incident involving WMD.
6. Conduct Regional Response Exercises to test and refine the capability of the RDSTF to deploy regional response assets.

Each region has local agency resources (personnel and equipment) that make up a highly trained cadre of personnel that are equipped for response to a known or suspected terrorist attack involving a WMD.

The availability of these designated resources within each of the areas will minimize the time needed for their deployment to support the unified command at the scene of a known or suspected terrorist incident. The resources within each region will be structured, trained and equipped to address the unique needs and capabilities of the communities within that region.

Regional assets available will include resources capable for response to incidents involving chemical, biological, radiological, nuclear, and explosive (CBRNE) agents.

FIGURE 2: State of Florida Regional Domestic Security Task Force Regions

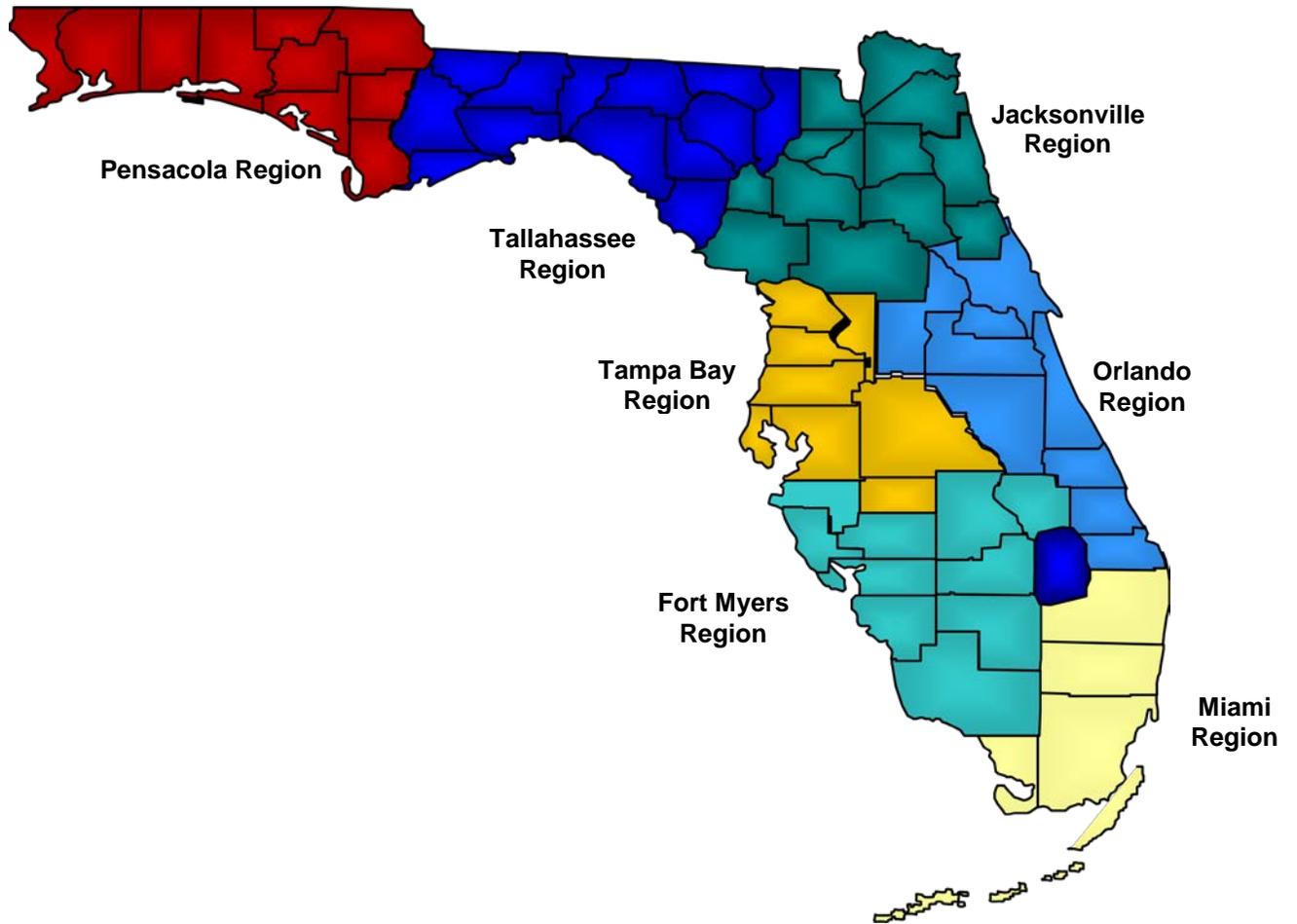
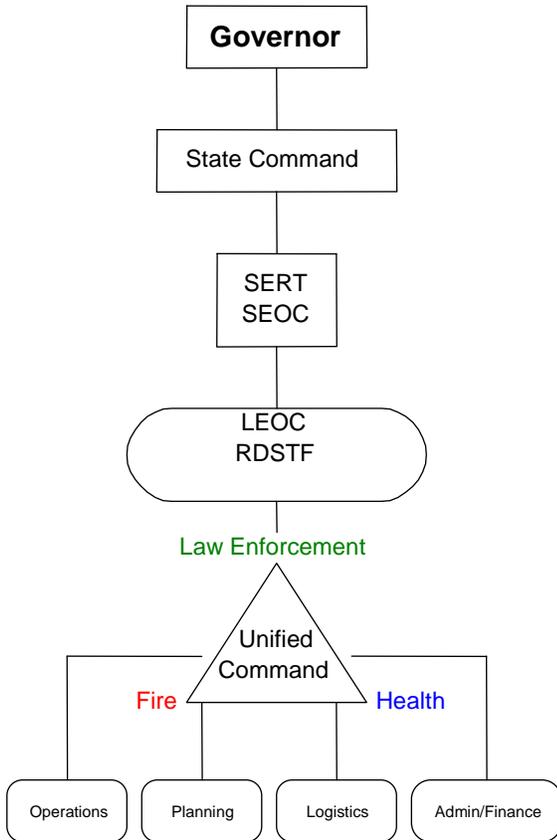


FIGURE 3: Incident Contained in One County and Multiple Counties

Incident Contained in One County



Incident in Multiple Counties

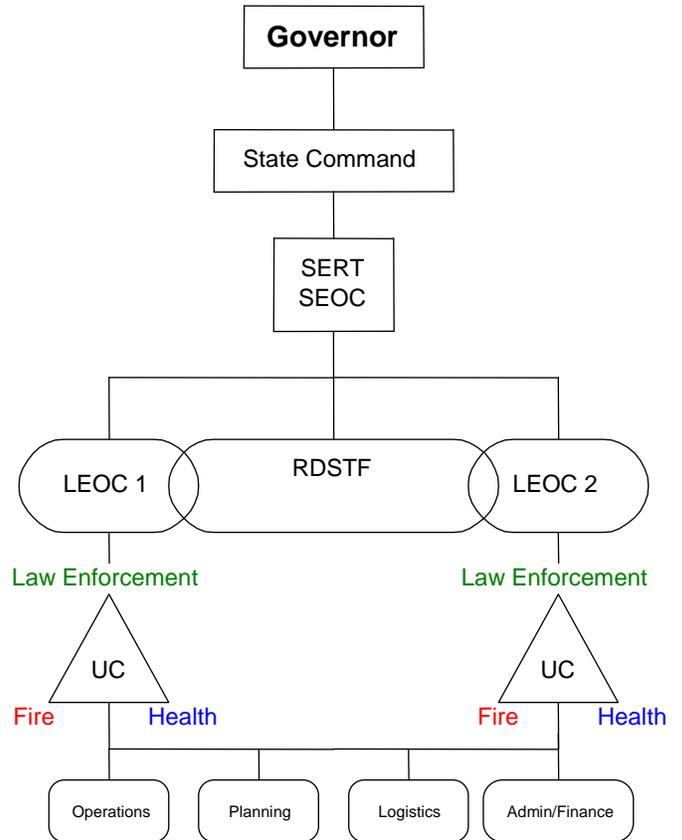
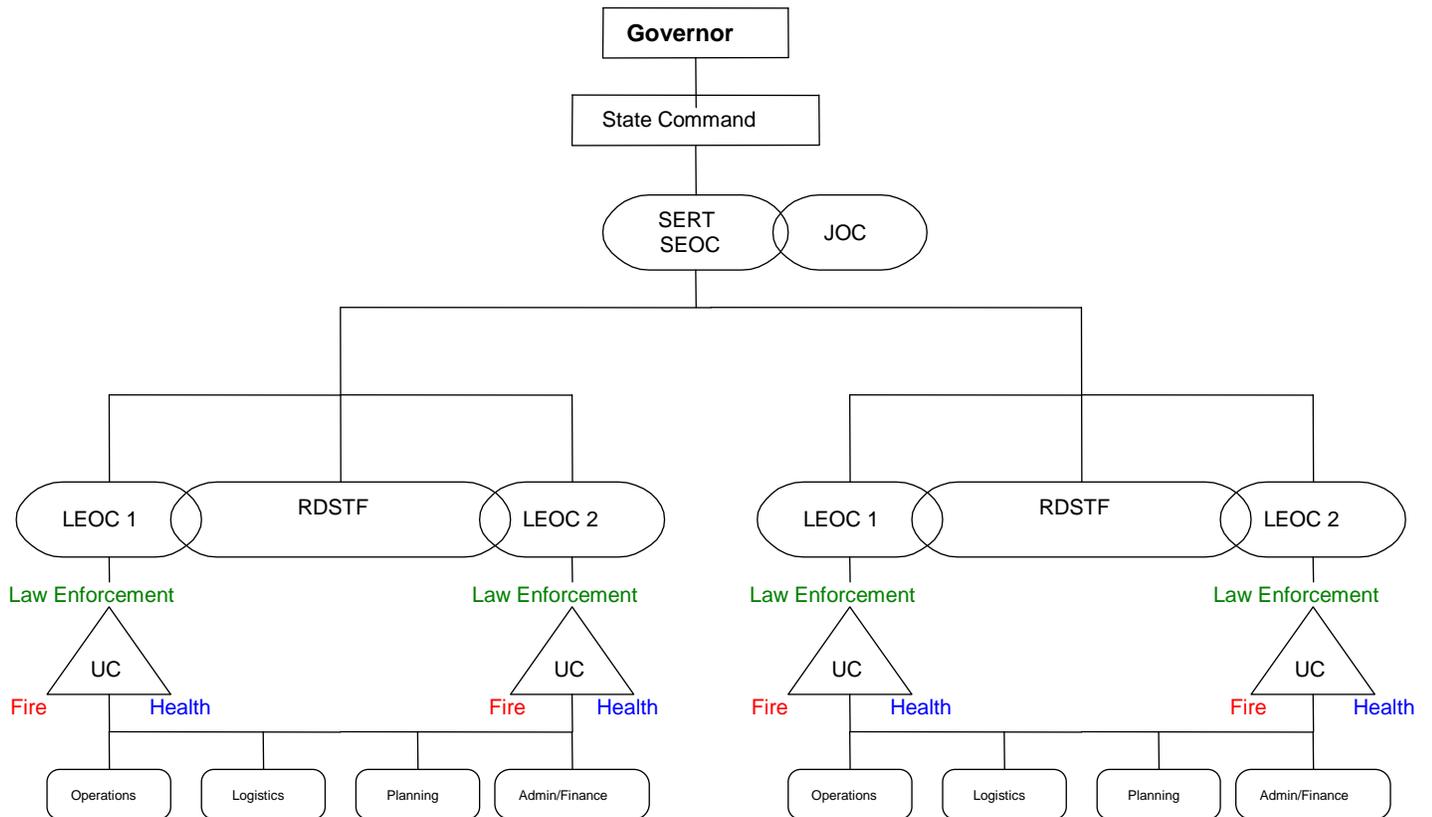


FIGURE 4: Incident in Multiple regions and Multiple Counties



B. Florida National Guard (FLNG) WMD Civil Support Team (WMD-CST)

The FLNG WMD - CST (x2) comprised of specialized FLNG personnel available for activation to any location in the State when authorized by an Executive Order of the Governor. The team will provide support to the Incident Commander at the scene with highly specialized technical services that may be needed for the response to a known or suspected terrorist incident involving a WMD. The team is available in the state on a seven day, 24-hour basis and is equipped with specialized technical skills and equipment.

C. Florida National Guard Computer Emergency Response Team

The FLNG Emergency Response Team is a team of specialized National Guard personnel available for activation to any location in the state when authorized by an Executive Order of the Governor. The team provides support to the Incident Commander at the scene with highly specialized technical services that may be needed for the response to a known or suspected terrorist incident involving a cyber terrorism event.

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

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

V. Federal Response

The Federal Bureau of Investigation (FBI) is the lead federal agency for Crisis Management. All federal Consequence Management Resources will operate as defined under the NRF. The Federal Emergency Management Agency (FEMA) is the lead federal agency for Consequence Management.

VI. Other Entities that may be involved in the response.

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

1. Owners or operators of the facility in which the event is occurring;
2. Owners or operators of a transportation center, or modes of transportation (for example, airplane, boat, railroad), in which the event is occurring;
3. Non-government expert advisors or consultants, such as university scientists, physicians, or private contractors;

4. Non-government laboratories for threat agent identification;
5. The manufacturer of the threat agent;
6. Rental agents or contractors providing vehicles, equipment, or supplies involved in the event;
7. Health and medical care facilities and mortuaries managing the survivors of the incident; and
8. The owners, operators, clients, or support organizations for computer networks, telecommunication systems, and Internet services threatened by a cyber terrorist attack.
9. These organizations or officials may become participants in the Unified Command and/or have liaison personnel deployed to the appropriate state or local emergency operations center.

CHAPTER 3 – CONCEPT OF OPERATIONS

I. General

This chapter of the annex describes the operational concepts to be used during the response described in **Chapter 2 (The Response Process)**.

II. Terrorist Event Response Process

Two actions unique to emergency operations for both crisis and consequence management are as follows: 1) Identifying the event as a known, suspected, or threatened terrorist or cyber terrorist attack; and, 2) Assuring notifications to agencies are made. This section describes these initial steps.

A. Detection

Detection of an actual, suspected, or threatened terrorist or cyber terrorist incident may occur through the following types of mechanisms:

1. Communications centers
2. Law enforcement intelligence efforts
3. Warnings or announcements by the perpetrators
4. Characteristics of the event, such as explosion or chemical recognition
5. Witness accounts
6. The medical or physical symptoms of survivors
7. Laboratory results from samples taken at the scene or from survivors' or victims' bodies
8. Routine surveillance monitoring of a community's morbidity and mortality
9. Unexplained disruption or failure of a computer network, telecommunications system, or Internet service.

Local response organizations may initiate operations for routine law enforcement, hazardous materials, or mass casualty incidents without recognizing the situation as one caused by a terrorist or cyber terrorist attack.

B. Notification

In the event that first responders or others suspect that the incident or threatened incident is the result of a terrorist situation and/or one involving a weapon of mass destruction (WMD), notification to the State Watch Office and Florida Fusion Center is necessary. As a precaution, the Florida Fusion Center will ensure that the applicable regional office of the Federal Bureau of Investigation (FBI) has been notified in addition to

other appropriate agencies. As necessary the State Watch Office (SWO) will notify the appropriate local emergency operation centers (EOC), and emergency support functions (ESF). Upon receipt of an Executive Order, ESF 16 (Law Enforcement) will notify the appropriate Regional Domestic Security Task Force (RDSTF).

Recognition of unexpected trends in morbidity or mortality from the state's ongoing medical monitoring activities would also require that the SWO be notified in the event that the case is a possible terrorist event.

C. Threat Classification

1. National Terrorism Advisory System (NTAS)

The State of Florida has adopted the following classification scheme:

Imminent Threat Alert: Warns of a credible, specific, and impending terrorist threat against the United States.

Elevated Threat Alert: Warns of a credible terrorist threat against the United States.

Sunset Provision: An individual threat alert is issued for a specific time period and then automatically expires. It may be extended if new information becomes available or the threat evolves.

After reviewing the available information, the Secretary of the Department of Homeland Security (DHS) will decide, in coordination with other Federal entities, 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** or **elevated threat**. Using available information, the alerts will provide a concise summary of the potential threat, information about 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 NTAS Alerts will be based on the nature of the threat: in some cases, alerts will be sent directly to law enforcement or affected areas of the private sector, while in others, alerts will be issued more broadly to the American people through both official and media channels.

NTAS Alerts contain a **sunset provision** indicating a specific date when the alert expires - there will not be a constant NTAS Alert or blanket warning that there is an overarching threat. If threat information changes for an alert, the Secretary of DHS may announce an updated NTAS Alert. All changes, including the

announcement that cancels an NTAS Alert, will be distributed the same way as the original alert.

III. State Emergency Response Operations

A. Activation of the State Emergency Operations Center (SEOC)

The SEOC may be activated for any terrorist threat or incident involving a WMD. Upon receipt of an Executive Order, the Florida Department of Law Enforcement (FDLE) Commissioner will assume the role of State Incident Commander and the Director of the Division of Emergency Management (DEM) will assume the role of State Coordinating Officer (SCO) for the incident.

B. Deployment of State Liaison Personnel

Several emergency operations facilities may be established for management of the incident. DEM, through SEOC, may deploy liaison personnel to any or all of the following:

- The local unified command
- A local emergency operations center (EOC)
- The Federal Joint Operations Center (JOC)
- The Joint Information Center (JIC)
- Forward Coordinating Team
- The Federal Regional Operations Center; and/or
- The FDLE Regional Operations Center as the location of the designated RDSTF

C. Mobilization of Other State Resources

Other State resources requested by the Unified Command through the local emergency operations centers of the involved jurisdictions will be mobilized through the SEOC and/or the appropriate ESF in accordance with the provisions of the State Comprehensive Emergency Management Plan (CEMP).

D. Deactivation of the State Response

Deactivation of the state's response and demobilization of deployed state personnel will be at the direction of the SEOC after coordination with the local jurisdictions. Deactivation of specific assets, operations, or facilities may be staged as conditions warrant.

IV. Reimbursement/Finance

The current policy and procedures as outlined in the CEMP will be followed.

CHAPTER 4 – ROLES AND RESPONSIBILITIES

I. General

The intent of this chapter is to define the responsibilities of the State Emergency Support Functions (ESF), the Division of Emergency Management (DEM), and the Regional Domestic Security Task Forces (RDSTF) under the State Comprehensive Emergency Management Plan (CEMP) as they specifically relate to management of a terrorism incident response. Other responsibilities not unique to the response to a terrorism event are addressed pursuant to the state CEMP and its implementing procedures.

To provide context for understanding the state's roles and responsibilities, the general responsibilities of local organizations are also briefly summarized. The effectiveness of a state response to a terrorist incident will be contingent on the fulfillment of program and operational responsibilities of all involved organizations.

II. Local Roles and Responsibilities

County and municipal governments and emergency service organizations will have both program support and operational responsibilities.

According to Chapter 252.38(1) of the Florida Statutes, county governments are required to develop a CEMP that is consistent with the state's plan. Therefore, counties are encouraged to adopt an annex for terrorism incident response to their existing CEMP that is consistent with the operational concepts, responsibilities, and policies established by this Annex.

Municipalities that have elected to establish emergency management program pursuant to Chapter 252.38(2) of the Florida Statutes, and have a prepared municipal CEMP, are also encouraged to adopt an annex for terrorism incident response to their CEMP. Such an annex should be consistent with the applicable county plan.

Municipalities that have not established an emergency management program shall be served by their respective county. At the time of an event, local government emergency response organizations will implement the applicable annex and CEMP as necessitated by the incident and its consequences.

III. Regional Roles and Responsibilities

Chapter 943, Florida Statutes, directed the Florida Department of Law Enforcement (FDLE) to establish a RDSTF in each of its operational regions. The roles and responsibilities of a RDSTF are described in the Response process portion of this plan and in the RDSTF Standard Operations Guide (SOG).

The RDSTFs will meet on a continuing and regularly scheduled basis to discuss relative issues associated to its mission. General duties and responsibilities include:

1. Assisting in the implementation of Florida's domestic security strategic plan

2. Furnishing advice and recommendations to the Domestic Security Oversight Council and State Working Group on Domestic Preparedness on relevant crisis and consequence management issues.
3. Identifying solutions to prevent and mitigate future loss of life and property damage from terrorist incidents.
4. Assist in defining principles and establishing criteria for prioritizing equipment purchases and training activities.
5. Establishing special committees and subcommittees to deal with specific issues arising during the crisis and consequence management process.
6. Assisting the state lead agencies overseeing crisis and consequence management in implementing a system that promotes the prevention and mitigation of a terrorist attack as well as efficient response to a terrorist incident.
7. Making recommendations for revision of Florida's response process based on the tangible results of regional response exercises or actual events.
8. Providing direction and oversight to the six main working groups (law enforcement, fire/rescue, health and medical, emergency management/regulatory, education and interoperable communications) by establishing schedules and timelines for completion of work assignments or tasks.
9. Developing procedures and protocols to coordinate resource deployment to local governmental agencies.
10. Performing vulnerability assessments.
11. Planning and coordinating regional training and exercises.
12. Coordinating and facilitating consequence management operations involving regional disaster response team assets in accordance with this plan, the RDSTF SOG and the Florida Field Operations Guide (FOG).
13. Briefing task force members on status/progress of delegated tasks or assignments.
14. Conducting special meetings with working groups or subcommittees.
15. Compiling and submitting periodic progress reports.
16. Identifying budgetary and assistance needs and presenting them to parent state or local organizations.

IV. State Roles and Responsibilities

The State has the principal responsibilities for development, implementation, and maintenance of terrorism response. This section describes state responsibilities either by the individual agency or by the applicable ESFs. The lead state agency for each ESF has the responsibility to coordinate the required actions of all agencies and organizations involved within that ESF.

A. The Florida Division of Emergency Management (DEM)

DEM will have the following responsibilities, with respect to operations of this annex:

1. Develop and maintain this annex and assure its consistency with the State CEMP.
2. Prepare and maintain planning guidance for ESF agencies on the development of procedures needed for implementation of this annex.
3. Prepare and distribute guidance and review criteria for development of consistent terrorism response annexes to local government CEMPs and any corresponding implementing procedures.
4. Coordinate deployment of the Strategic National Stockpile to local communities.
5. Provide resources and guidance to oversight groups.
6. Prepare and maintain procedures for the State Watch Office (SWO) regarding notifications for a known, suspected or threatened terrorist event.
7. In coordination with the RDSTFs, establish and maintain a statewide training program for state and local emergency response personnel in terrorism incident awareness and response operations.

B. All ESF Lead Agencies and Organizations

All designated ESF primary agencies or organizations have the following responsibilities for implementation of this annex:

1. Ensure development of any specialized procedures necessary to implement any applicable responsibilities of this annex.
2. Evaluate the applicability and consistency of existing procedures under the state CEMP to the types of unique operations required of the ESF during the response to an incident involving a weapon of mass destruction (WMD).
3. Identify the type and number of resources likely to be needed by the ESF to support response to a WMD event.

4. Coordinate training support as needed by state and local personnel for the procedures developed for implementation of this Annex and the related responsibilities of the ESFs.
5. Support the state's continuous process to assess Florida's vulnerabilities to a terrorist event and to continuously define the state and local capabilities to respond to such an incident.
6. Support the establishment of statewide criteria for actions to protect the public from biological nuclear, incendiary, charges and explosive agents released during a terrorist attack.
7. Support the DEM in the maintenance and updating of this annex and all corresponding implementing procedures.

C. Support Agencies Responsibilities

1. ESF 2 - Communications
 - a. Coordinates with FDLE the assessment of the vulnerability of computer networks, data and telecommunications systems, radio and internet services used for routine and emergency operations to a terrorist or cyber attack and implement corrective actions as indicated;
 - b. Serves as the lead ESF for a cyber terrorist event during consequence management;
 - c. Coordinates with FDLE, and The Agency for Enterprise Information Technology during operations in response to a known or suspected cyber terrorist attack; and
 - d. Provides stand-by contractor support for response to a cyber terrorist incident.
2. ESF 3 - Public Works and Engineering
 - a. Supports the assessment of the state's water and sewerage services to terrorist and cyber terrorist attacks.
 - b. Develops emergency procedures for supporting efforts to close, decontaminate, and/or restore water and sewer systems to service following an event involving a WMD.
 - c. Conducts debris management.
3. ESF 4 - Fire Fighting and ESF 9 - Search and Rescue
 - a. Supports the assessment of the specialized personnel, equipment, and material needs of local fire fighting

- organizations for response to a terrorist attack using a WMD.
- b. Supports development of the fire fighting resource, material, training and related requirements for selection, deployment and operation of the terrorism response, in coordination with the RDSTF.
 - c. Defines the required and/or recommended awareness and technician level and operational training and exercise standards for state and local fire service response to WMD incidents, in coordination with the RDSTF.
 - d. Provides search and rescue units capable of operating in an environment contaminated with chemical, biological, radiological, nuclear, and explosive (CBRNE) WMD.
 - e. Identifies equipment, resources and training necessary to conduct chemical, biological, and radiological technical decontamination of first responders and emergency decontamination of survivors at the scene of a WMD incident.
4. ESF 5 - Plans Section
- a. Evaluate current procedures for gathering and managing incident data, as well as operations planning for their effectiveness to support SEOC actions during a WMD incident;
 - b. Take corrective actions as indicated; and
 - c. Develop and implement programs and procedures for exchange of intelligence among appropriate state and local organizations regarding actual or potential terrorist events.
5. ESF 6 - Mass Care
- a. Develops and/or adapt existing plans or procedures to provide assistance and services to survivors impacted by a WMD.
 - b. Develops and provides guidance for specialized shelter operations that may be required by a WMD attack, such as medical monitoring, decontamination, and first aid for survivors.
6. ESF 7 - Resource Support

- a. Prepares and test procedures to obtain and deploy specialized resources needed for a WMD response from sources within and outside of Florida.
7. ESF 8 - Health and Medical Services
- a. Support the operation of a statewide morbidity and mortality-monitoring system for early detection of terrorist attacks using a biological weapon.
 - b. Develop procedures to communicate and coordinate with health care facilities and practitioners to respond to an indicated WMD event based on monitoring of morbidity and mortality in the state.
 - c. In coordination with the RDSTF, define the required and/or recommended awareness, technician, and operational level training and exercise standards for emergency medical services, and hospital emergency department response to WMD incidents.
 - d. Develop and implement procedures to access and distribute pharmaceuticals, including the Strategic National Stockpile, as well as other specialized medical supplies needed for treatment of survivors of a WMD attack.
 - e. Develop patient decontamination procedures for use by hospital emergency departments. Identify equipment, resources and procedures needed to conduct these procedures.
 - f. In coordination with the RDSTF, support development of the emergency medical services resource, material, training, and related requirements.
 - g. Develop the laboratory capabilities to support state and local response to a known or suspected terrorist event and prepare procedures necessary for effective utilization of such laboratory services.
 - h. Prepare and test procedures for transport or relocation of contaminated survivors to medical care facilities within and outside the state.
 - i. Develop procedures for disposition of contaminated remains.
 - j. Develop mass fatality procedures for WMD incidents.
 - k. Maintain capabilities for radiological response in a WMD incident.

8. ESF 10 - Hazardous Materials
 - a. Evaluate existing hazardous materials response procedures, protocols and equipment used in the state for their suitability during a WMD event.
 - b. Take corrective actions as needed;
 - c. Define the required and/or recommended levels of personal protective equipment for local responders managing a WMD incident;
 - d. In coordination with the RDSTF, define the required and/or recommended awareness, technician, and operational level training and exercise standards for hazardous materials response to WMD incidents;
 - e. Support development of the hazardous materials response resource, material, equipment, training, and related requirements for response to a WMD incident; and
 - f. Formulate and establish statewide criteria and protocols for disposal of natural and man-made debris contaminated with a WMD.

9. ESF 12 - Energy
 - a. Support the assessment of the vulnerability of the state's electric generation facilities, transmission lines, and substations.
 - b. Support the assessment of the vulnerability of the state's natural gas transmission lines and associated facilities.
 - c. Support the assessment of the vulnerability of the state's storage facilities for transportation fuels, gasoline and diesel fuel.
 - d. In response to a terrorist alert or terrorist incident ESF 12 will provide assistance to the effected energy supplier as needed.
 - e. In coordination with RDSTF act as the liaison between the electric utilities/natural gas utilities and state/federal law enforcement agencies/emergency management to protect the utility's infrastructure.
 - f. In coordination with RDSTF act as the liaison between the transportation fuel suppliers and state law enforcement

agencies/emergency management to protect the storage and transportation facilities.

10. ESF 13 - Military Support
 - a. Support assessment of the vulnerability of National Guard facilities and operations to the impacts of a terrorist attack.
 - b. Identify resource, planning, training and equipment needs to avoid or minimize the vulnerability of military facilities and operations to a terrorist attack.
 - c. Define the required and/or recommended awareness, technical, and operational level training and exercise standards for general National Guard response to incidents involving WMD.
 - d. The Florida National Guard (FLNG) will have the following responsibilities related to preparedness for, response to, and recovery from a terrorist incident.
 - i. Establish and maintain the Weapons of Mass Destruction Civil Support Team (WMD-CST) program.
 - ii. Establish and maintain the Computer Emergency Response Team.
 - iii. Define criteria for team deployment and minimum response times to locations throughout the State.
 - iv. Provide for joint training with the designated assets and the RDSTF in each region.
 - v. Provide guidance to local emergency services officials on the capabilities and operational protocols of these Teams.
 - vi. Ensure the WMD-CST can effectively fulfill the following responsibilities:
 - A. Conduct training, planning, safety, exercise, equipment maintenance, and administrative duties in accordance with the requirements established by the National Guard.
 - B. Maintain readiness for deployment to the scene of a known, suspected, or threatened terrorist incident.
 - C. Maintain capabilities to provide specialized

emergency response services to the local Incident Commander.

- D. Support and expand the technical resources for the incident.

11. ESF 14 - Public Information

- a. Support the assessment of the vulnerability of the state's public information and emergency warning network to a terrorist or cyber terrorist attack.
- b. Prepare procedures for deployment of state public information officers and support staff to a Joint Information Center (JIC) at or near the scene of a terrorist incident.
- c. Prepare and maintain pre-incident public information materials and background briefings for the media on the operations and capabilities of the Florida Terrorism Response System.
- d. Develop procedures to rapidly prepare and release to the public authoritative information on the safety and health effects of WMD and recommended protective actions.

12. ESF 16 - Law Enforcement and Security

- a. Coordinate, facilitate and track support for regional response in coordination with DEM and the RDSTF.
- b. Assess, In coordination with the State Technology Office, the vulnerability of computer networks, communications systems, and Internet services used for routine and emergency law enforcement operations to a terrorist or cyber terrorist attack.
- c. Supports the RDSTF in the support of the assessment of local and state law enforcement response capabilities available to respond to a WMD event and define additional capability needs support investigations of known, suspected, or threatened terrorist or incidents.
- d. Coordinates local, state, and federal law enforcement operations, investigations, intelligence sharing, and analysis of known, suspected or threatened terrorist or incidents.
- e. Coordinates the requests for deployment of the FLNG for security missions.

- f. Defines the required and/or recommended awareness, technical, and operational level training and exercise standards for law enforcement response to incidents involving WMD.
 - g. Defines required and or recommended equipment necessary for law enforcement response to incidents involving WMD in coordination with the RDSTF.
 - h. Supports the identification and assessment of critical infrastructure facilities and services as determined by intelligence analysis of the vulnerability of likely targets in coordination with DEM.
 - i. Coordinate mutual aid and deployment.
13. ESF 17 - Animal Protection
- a. Support the assessment of the vulnerability of the state's food, animal, and agricultural industries to terrorist attacks and contamination from a WMD.
 - b. Develop response criteria, policies, and procedures for confiscation, condemnation, and disposal of food and agricultural products contaminated by a WMD.
 - c. Coordinate mass animal care.

CHAPTER 5 – TRAINING AND EXERCISES

I. General

This chapter defines the state's training and exercise programs needed to implement this annex. The response to a terrorist incident will require both routine and specialized emergency operations, often in an area potentially contaminated with hazardous materials. Therefore, it is vitally important to assure that response personnel are adequately trained to fulfill their responsibilities without endangering their safety. This includes training emergency services and health care personnel in the field to recognize a possible terrorist incident, as well as training those who would respond to that incident.

II. Training Program Development and Implementation

A. Development and Implementation Concepts

The training program for management of terrorist incidents is to accomplish the following objectives:

1. Provide terrorism awareness, technician, and response level training to state and local personnel.
2. Incorporate the operational concepts utilized in this annex.
3. Coordinate with other emergency preparedness training programs currently offered or coordinated by the state.

B. Training Program Direction and Management

1. Several state agencies are involved in the development, funding, implementation, and maintenance of training programs related to response to a weapon of mass destruction (WMD) terrorist incident. The Florida Division of Emergency Management (DEM) will serve as the state coordinator of the training programs needed to support for consequence management and the Florida Department of Law Enforcement (FDLE) will serve as the state coordinator for crisis management. In this role, DEM is responsible for the following actions:
 - a. Cooperate with other state agencies and statewide associations in establishing criteria and performance standards for training all pertinent state and local personnel in terrorism incident preparedness and response.
 - b. Review all applicable state training programs for their relevance to the management of a terrorist incident involving a WMD.
 - c. Make available terrorism preparedness and response training programs for all state and local agencies.

- d. Support local terrorism preparedness training programs.
2. Under the coordination of DEM, the following state agencies are responsible for the indicated components of the statewide terrorism preparedness and response-training program:
 - a. FDLE is responsible for direction and coordination of the state and local training curricula for law enforcement, cyber terrorism response, security, and evacuation traffic control operations.
 - b. The Florida Department of Military Affairs, the Florida National Guard (FLNG), is responsible for direction and coordination of the training of Florida guardsmen, the WMD Civil Support Team, the Computer Emergency Response Team, the chemical, biological, radiological, nuclear, and explosive (CBRNE) Enhanced Response Force Package (CERFP) and search and rescue personnel in terrorism incident awareness and response.
 - c. The Florida Department of Environmental Protection (DEP) is responsible for direction and coordination of training for state environmental protection officers in terrorism awareness and response, as well as for remediation of environmental damage caused by the use of a WMD.
 - d. The Florida Department of Health (DOH) is responsible for direction of terrorism awareness and response training programs for State personnel, local health officials, and medical facility staff, as well as for the training of laboratory personnel.
 - e. Each lead agency of a state emergency support function (ESF) is responsible for direction and coordination of the training of state and local personnel in that function as it relates to terrorism preparedness and response.
 - f. The Florida Department of Financial Services (DFS), Division of State Fire Marshall (SFM), is responsible for directing and coordinating State and local training curriculum for fire service personnel.

III. Training Exercises

This section defines the state program for training exercises in terrorism incident response.

A. Objectives for the State Exercise Program

1. Statewide terrorism incident response exercises will be designed to test and practice one or more of the following:
 - a. The state's key roles in terrorism crisis and consequence management;
 - b. Detection, assessment, notification, and classification of a terrorist event;
 - c. Deployment and operations of Regional Domestic Security Task Forces (RDSTF), the Florida National Guard Weapons of Mass Destruction Civil Support Team (WMD-CST), the CERFP, and Computer Emergency Response Teams
 - d. The state's role in a Unified Command at the scene with local and Federal agencies;
 - e. Ability of the RDSTF to respond to and support local authorities;
 - f. The operational communication interfaces between state, local and federal operational centers; and
 - g. Practice of selected state operations to respond to the use of a WMD, such as search and rescue, intelligence gathering, cyber technology, mass casualty management, decontamination, media management, and other issues.
2. DEM will encourage county and municipal jurisdictions to cooperate with and participate in these exercises and will participate in and support local exercises.

B. Schedule for State Exercises

1. The schedule for state terrorism response exercises will be as follows:
 - a. An exercise will be held annually;
 - b. The exercise type will alternate between table top and functional, with utilization of federal assets; and
 - c. Each exercise will involve the jurisdictions, agencies, and organizations in at least one DEM region.
2. A coordinated state response to a terrorist incident may be substituted for the annual statewide exercise.

C. Exercise Documentation

1. DEM will prepare a formal written critique, after each statewide exercise. The critique will be made available to all state agencies and local governments within 60 days of the last day of the exercise.
2. A formal, written critique of an actual response to a major terrorism incident will also be prepared and distributed as with a statewide exercise.