

State of Colorado
Emergency Operations Plan
TERRORISM ANNEX I

I. INTRODUCTION

Terrorism is defined as a premeditated, unlawful act dangerous to human life or public welfare that is intended to intimidate or coerce civilian populations or governments, or any segment thereof, in furtherance of political or social objectives.

- A. Purpose. The purpose of this plan is to outline a concept of operations for coordinated awareness, prevention, preparedness, response and recovery related to a terrorism/weapons of mass destruction incident by defining roles and responsibilities of state agencies in assisting local governments with technical and resource support.

- B. Situation. Within the State of Colorado there are a number of facilities, special events, and population groups that are vulnerable and could be potential targets for terrorist attacks. The awareness, prevention, preparedness, response and recovery related to terrorism will involve local, state, federal, and private entities. No single agency/organization has the expertise or resources to unilaterally act in the complex situations associated with terrorist threats, physical and cyber acts of terrorism, or the use of weapons of mass destruction (chemical, biological, radiological/nuclear and explosives (CBRNE)). Terrorist acts may include, but are not limited to, kidnapping, hijacking, shootings, conventional bombings, attacks involving chemical, biological, nuclear/radiological weapons, cyber attacks, sabotage, assassination, extortion, contamination of food, agricultural crops, livestock, water, and the air, and threats to commit such acts.

Terrorism awareness, prevention, preparedness, response and recovery can generally be categorized into two major components, which may operate concurrently. They are:

1. Crisis Management (awareness, prevention and preparedness) includes measures to anticipate requirements and to react effectively, to stop an incident from occurring, or to mitigate an incident's effects, and to build and sustain performance across all other domains. Law enforcement is a major aspect of crisis management. The FBI has primary responsibility for the investigation of all domestic and international terrorism incidents. In addition, local law enforcement agencies, the Office of Preparedness, Security and Fire Safety (OPSFS), the Colorado State Patrol (CSP), and the Colorado Bureau of Investigation (CBI) play key roles in investigating terrorist acts.

2. Consequence Management (response and recovery) includes measures to protect public health and safety, restore essential government services, and provide emergency relief to affected communities and governments,

commercial businesses, agricultural industries, and individuals affected by an act of terrorism, and bring perpetrators of an intentional incident to justice. Response and recovery will primarily occur at the local jurisdictional level with the state playing a supporting role by assisting in the coordination of state and federal supplemental resources.

II. ASSUMPTIONS

- A. Terrorists seek to inflict the maximum impact with the minimal expenditure of resources.
- B. Local and State Emergency Operations Centers (EOC) will likely be activated, and the Incident Command System (ICS) implemented should a terrorist event occur.
- C. The federal government will determine whether an incident is a terrorist event. Multiple sites of foreign animal disease (FAD) incursions may be considered a terrorist act.
- D. Local police, fire, medical, and health personnel will be the first to respond to an incident.
- E. Incident management cannot be event driven. Preventing an incident from ever occurring reaps far more dividends than simply reducing the costs of post-incident response and recovery. Awareness, prevention and preparedness must be given similar emphasis to that traditionally afforded to response and recovery domains. Efficient awareness, prevention and preparedness require effective public and private partnerships.
- F. Response to an emergency or disaster caused by a terrorist act will involve many of the same organizations and skills used in other emergency responses. In any incident, responses must address the possibility or actuality of CBRNE materials that are not typically encountered in natural disaster response operations.
- G. Response to a terrorist incident will be determined by the CBRNE material involved and by the authorities, plans and operations triggered by the event.
- H. In a terrorist incident, the area of operations may be a crime scene, a hazardous materials site, and a disaster area, and it may involve multiple jurisdictions.
- I. Counties and municipalities may need assistance to monitor, clean up, and dispose of hazardous materials and debris, including animal carcasses, after a terrorism/weapons of mass destruction incident.
- J. In the event of a large-scale incident, federal assistance may arrive before local and/or state declarations are made.

- L. For biological agents and radiological materials, the Colorado Department of Public Health and Environment's (CDPHE) public health guidelines will apply. In FAD cases, the Colorado Department of Agriculture and the United States Department of Agriculture will assist in the primary agency responsibilities.
- M. Biological agents pose a unique threat since their effects are not readily detected until well after an agent has been released. Bio-terrorism awareness, prevention, preparation, response, and recovery issues will be addressed by the CDPHE.

III. RESPONSIBILITIES

- A. The Colorado Office of Preparedness Security and Fire Safety (OPSFS) will be the lead state agency for terrorism crisis management and will be accountable to the Governor.
- B. The Colorado Office of Emergency Management (COEM) will be the lead state agency for terrorism consequence management and will be accountable to the Governor.
 - 1. COEM will act as liaison between the Governor and the Federal Emergency Management Agency (FEMA) (as representative of the President).
 - 2. COEM, in cooperation with OPSFS, will coordinate priorities and action plans for the on-scene consequence management response.
 - 3. COEM will take the lead in preparing situation reports and briefings with the support of OPSFS.
 - 4. COEM will assist in the coordination of state response measures.
- C. State agency responsibilities are generally the same for a terrorist incident as they are for any other emergency or disaster (see State Emergency Function Annexes in State Emergency Operations Plan (SEOP) for further details). There are, however, the added complications of protecting a potentially large crime scene and securing CBRNE contaminated materials.
- D. Local response. The Incident Commander on the scene operating under the ICS will determine the local response. As state and federal assets arrive to assist, the command system may change to a Unified Command structure.
- E. Public Information. During a terrorism/weapons of mass destruction incident a critical element is the information released to the news media for further release to the general public. The lead Public Information Officers (PIO) for terrorist incidents will be from the Governor's Office. State agency and local PIOs will cooperate and coordinate with the Governor's Office on what is released to assure that accurate, timely, and non-contradictory information is provided.

IV. CONCEPT OF OPERATIONS

A. Awareness, prevention and preparedness activities include:

1. Identification of threat and threat organizations.

a. The first step in any preventive operation is to identify possible threats. In today's environment, Colorado must recognize that threats may be either domestically or internationally-based.

2. Identification of Critical Infrastructure.

a. OPSFS is responsible for identifying Colorado's critical infrastructures. Through appropriate public and private partnerships, OPSFS will identify infrastructures for every level of government and within each critical infrastructure sector defined in the national and state homeland security strategies. OPSFS will coordinate public and private activities to protect critical infrastructures from terrorist attacks.

b. An objective of Colorado's All-Hazards Emergency Management Regions is to identify the state's critical infrastructures and key assets. Approximately 80-85% of Colorado's infrastructures and key assets are located within the private sector.

c. During planning, local jurisdictions and the All-Hazards Emergency Management Regions need to identify critical infrastructures and key assets within their communities and territories.

d. Besides critical infrastructures and key assets, there are venues that could be tempting targets because of their large potential for casualties or their psychological significance to Colorado, e.g., concerts, sporting events, county fairs, monuments and icons.

3. Information sharing

a. Effective terrorism preparedness is contingent on comprehensive information sharing. Information relevant to thwarting terrorism can be derived from a variety of channels, e.g., law enforcement, immigration, public health, transportation, among others. That information has to be managed, translated and transmitted to state and local officials throughout Colorado to optimize their anti-terrorism awareness, prevention, preparedness, response and recovery capabilities.

4. Terrorist Threat Condition Advisories

- a. As described in the Basic Plan, the federal government has developed an advisory system recommending actions to be taken at five (5) levels of terrorist threat.
- b. State, county, and municipal governments retain the right to increase their threat conditions, based upon the evidence they possess.

5. Public Awareness.

- a. Public awareness is a critical component to any prevention program. By keeping the public apprised of possible threats to our society or to different elements of the state's infrastructure, the public can assist in identifying suspicious activity.

6. Protection.

- a. The identification of critical infrastructures is an essential element of an effective anti-terrorism program. Efforts must be taken to protect areas that could be exploited. Possible measures include security systems, improved communications, access restrictions, etc

B. Response and Recovery.

1. Response activities by fire, law enforcement, emergency management, hazardous materials, emergency medical services, public health, livestock specialists, etc. will initially be the same as practiced in the all hazards approach. Upon recognition of a man-made event, response agencies will need to consider the possibility of a terrorism-related incident
2. In consultation with the Governor's Office, COEM will activate the State's Emergency Operations Center (SEOC) and will notify all appropriate agencies.
3. As the situation develops, additional agencies/organizations may be brought in to assist with the response and recovery operations.

4. Communications

- a. Initial notification to the State of Colorado, other than by law enforcement radio, should be by use of the State 24 hour Emergency Line (303) 279-8855.
- b. The jurisdiction in command of an incident will designate one person to maintain communications with the SEOC.
- c. COEM will monitor common frequencies (Basic Plan, Annex B) being used for an emergency.

5. Follow-On Activities

- a. Once all casualties have been removed and the criminal investigation has shifted from the scene, clean-up, removal, and the proper disposal of debris (contaminated and uncontaminated) must occur. To insure that adequate public health/safety precautions are in place, this may take a considerable amount of time. This is especially true in the case of FAD where it may be necessary to depopulate large numbers of animals, and the type of disposal is of paramount importance.
- b. Damage assessment will continue.

6. Investigation

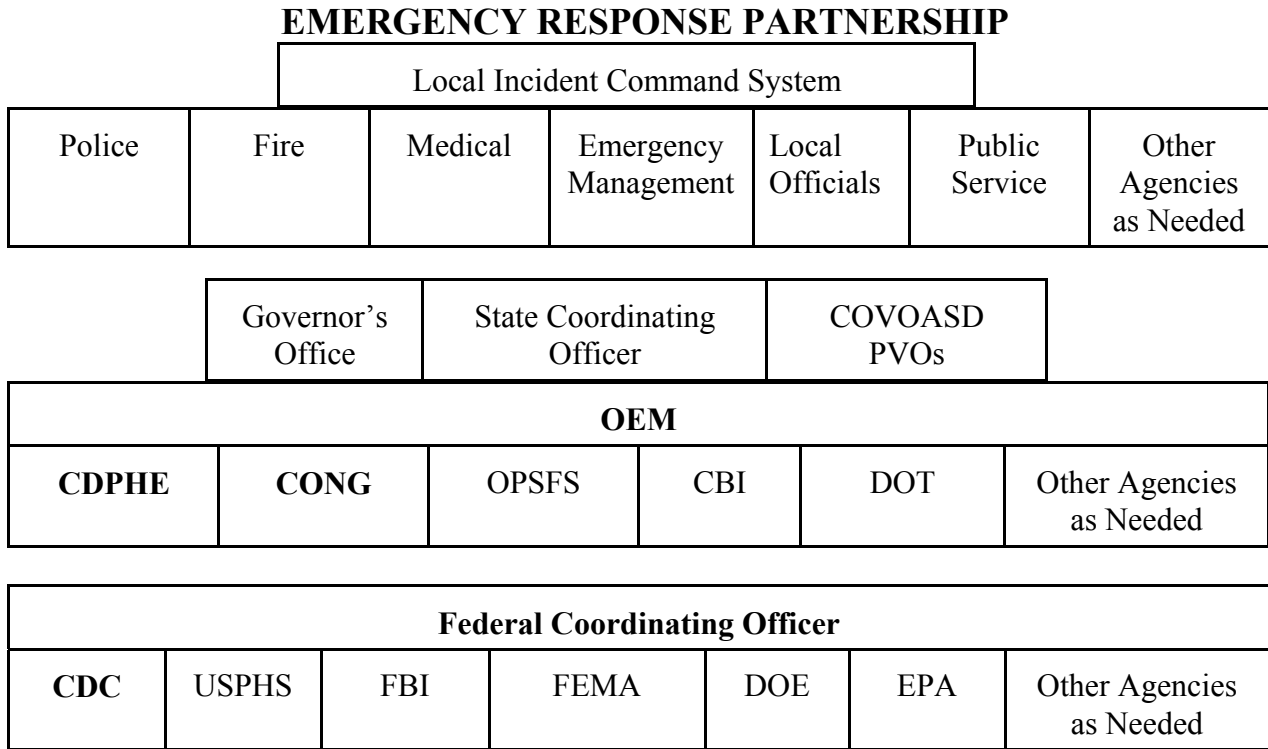
- a. One of the challenges faced by law enforcement after a terrorist/weapons of mass destruction incident is the collection of evidence for possible prosecution. First responders must cooperate to ensure that all evidences are preserved to maximize the potential for a successful prosecution.
7. Recovery from a terrorist incident would employ the same general procedures applicable to a natural disaster. A significant difference would be the potential amount of CBRNE materials that may have to be processed.

V. DECLARATIONS

- A. In the formal declaration process, the local jurisdiction(s) will need to declare a disaster emergency as a prerequisite for requesting state assistance.
- B. The state must declare an emergency or disaster to request federal assistance. For a terrorism/weapons of mass destruction incident, the Department of Public Safety (OPSFS), CDPHE, and the COEM will jointly draft a declaration for the Governor's signature.
- C. The President may declare an "emergency" under Title V of the Stafford Act or a "major disaster" under Title VI of the Stafford Act if the incident causes "damage of sufficient severity and magnitude to warrant major disaster assistance under the Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

D. Graphic Representation

1. The following graphic depicts the local/state/federal response and recovery relationships:



VI. TABS

- a. Key Definitions

KEY DEFINITIONS

1. **Awareness** refers to the continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and react effectively.
2. **Critical Infrastructures** refers to systems and assets, whether physical or virtual, so vital to the United States, Colorado, and its communities that the incapacity or destruction of such systems and assets would have a debilitating impact on security, economic security, public health or safety, or any combination of those matters.
3. **Key Assets** refers to individual targets whose destruction would not endanger vital systems, but could create local disaster or profoundly damage the Nation's, Colorado's, or its communities' morale or confidence. **Key Assets** also include individual or localized facilities that deserve special protection because of their destructive potential or value to Colorado and its communities.
4. **Preparedness** refers to the activities necessary to build and sustain performance across all of the other domains.
5. **Prevention** refers to actions to avoid an incident, to intervene to stop an incident from occurring, or to mitigate an incident's effects
6. **Recovery** refers to those actions necessary to restore the community back to normal and to bring the perpetrators of an intentional incident to justice.
7. **Response** refers to the activities necessary to address the immediate and short-term effects of an incident, which focus primarily on the actions necessary to save lives, to protect property, and to meet basic needs