

**ANNEX B
THE STATE OF FLORIDA
TERRORIST INCIDENT RESPONSE PLAN**

(To The State 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.

State government, as well as all communities in the State, are vulnerable to attacks involving “weapons of mass destruction” (WMD) and/or cyber terrorism. A terrorist attack involving a “weapon of mass destruction” 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, is establishing and maintaining a comprehensive program to prepare for and manage the impacts of terrorist and cyber terrorist events. The program will provide for 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 (known as “crisis management”), and; 2) Actions to deal with the impacts of the event (known as “consequence management”). 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. This process is fully described in this Annex.

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 and 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 Chapter 252.35(2)(a) of the Florida Statutes.

This Annex further serves as the fundamental governing policy and management document for development, implementation, and maintenance of the Terrorism Response System to be established by the State and utilized for response to terrorism incidents. The Terrorism Response System is fully integrated into the emergency management system in place at the State and local level pursuant to the applicable comprehensive emergency management plan, Chapter 252 of the Florida Statutes, and various planning requirements issued by the Florida Division of Emergency Management.

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.

Comprehensive Emergency Management Plans (CEMP) - The documentation of a planning process required by Chapter 252, Florida Statutes, at the state and county level to establish policies and procedures needed to prepare for, respond to, recover from, and mitigate the impacts of all types of natural, technological, and criminal/hostile disasters.

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.

CONPLAN - United State Government Interagency Domestic Terrorism Concept of Operations Plan – Designed to provide overall guidance to Federal, State, and local agencies concerning how the Federal government would respond to a potential or actual terrorist threat or incident that occurs in the United States, particularly one involving Weapons of Mass Destruction (WMD). The CONPLAN outlines an organized and unified capability for a timely, coordinated response by Federal agencies to a terrorist threat or act.

Consequence Management - Measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism.

Crisis Management - Measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism.

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.

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 Emergency Operations center. **State Emergency Operations Center** refers to the facility located in the Rudd Building 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. Functions in coordination with the National Infrastructure Protection Center (NIPC).

Forward Coordinating Team - A group of representatives of the Federal organizations mobilized to a terrorist incident scene to advise the local unified command.

Incident Management System (IMS) - 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.

National Pharmaceutical Stockpile (NPS) - 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.

Potential Threat Elements (PTE) - Any group or individual regarding which there are allegations or information indicating a possibility of the unlawful use of force or violence, specifically the utilization of a weapon of mass destruction, against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of a specific motivation or goal, possibly political or social in nature.

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 Operations Center (ROC) - An emergency operations center established by the Federal Emergency Management Agency that is used for coordination of Federal resource requests.

Terrorism 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.

Terrorism Response System (TRS) - An emergency response system organized under the Florida Division of Emergency Management (FDEM) for consequence management and Florida Department of Law Enforcement (FDLE) for crisis management, consisting of terrorism response resources, specialized plans, procedures, guidance, personnel, equipment, and materials needed to respond to an actual or threatened terrorist incident impacting any location in each designated Terrorism Response System.

Terrorist Event or Incident - A violent act or an act dangerous to human life, property, or the environment, in violation of the criminal laws of the United States or the State of Florida, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. For purposes of this Annex, a terrorist event is also defined as including cyber terrorism.

Unified Command - The adaptation of the Incident Management System in which all key local, state, and/or Federal agencies cooperatively participate in planing, 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. It defines the State's program to prepare for and respond to such a terrorist or cyber terrorist event.

II. Purpose and Scope

Annex B (the Terrorist Incident Response Plan) 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 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. Potential threats and potential threat elements (PTE) are known.
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 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 comprehensive emergency management plans of the local jurisdictions impacted. When needed, the Florida Division of Emergency Management will activate the State Comprehensive Emergency Management Plan and the Federal Emergency Management Agency will activate the Federal Response Plan.
10. Responding county and municipal jurisdictions will have supportive plans and procedures, as well as appropriately trained and equipped personnel, that may be needed for the general response operations related to management of the terrorist incident. This Annex assumes the resources and procedures for such related operations 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. For terrorist events involving weapons of mass destruction there may be a large number of casualties. Injured or ill victims will require specialized medical treatment, potentially including decontamination. Medical facilities near the scene capable of offering such treatment will have limited capacity to accept victims. It will be necessary to transport victims 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. The functioning of the State's Terrorism Response System, as described in this Annex, is based upon the following specific assumptions:
 - a. A Terrorism Response System will be established and maintained.
 - b. The Florida Division of Emergency Management will serve as the coordinating agency during consequence management. The Florida Department of Law Enforcement will serve as the coordinating agency for crisis management.
 - c. Adequate contingent funding levels will be made through annual appropriations.
 - d. Each county and municipality in the State will develop and maintain a section to its comprehensive emergency management plan 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 Terrorist Incident Response 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.
 - e. The Florida Infrastructure Protection Center (FIPC) will be established and maintained.
 - f. Management of response operations for a terrorist incident will be guided by the following:
 - 1) Preserving life or minimizing risk to health;
 - 2) Preventing a threatened act from being carried out or an existing terrorist act from being expanded or aggravated;
 - 3) Locating, accessing, rendering safe, controlling,

- containing, recovering, and disposing of a weapon of mass destruction;
- 4) Rescuing, decontaminating, transporting, and treating victims;
 - 5) Releasing emergency public information that ensures adequate and accurate communications with the public;
 - 6) Restoring essential services and mitigating suffering;
 - 7) Collecting and preserving evidence;
 - 8) Apprehending and successfully prosecuting perpetrators;
 - 9) Conducting site restoration, and;
 - 10) Protecting economic infrastructure and protecting critical infrastructure.

CHAPTER 2 – THE RESPONSE ORGANIZATION

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 Federal Response Plan establishes a general concept of operations for such incidents by denoting efforts to prevent, stop, or minimize the event itself as *crisis management*, while the efforts to assist victims, respond to property and environmental damage, or control further damage and disruption as *consequence management*. Clearly, crisis management 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.

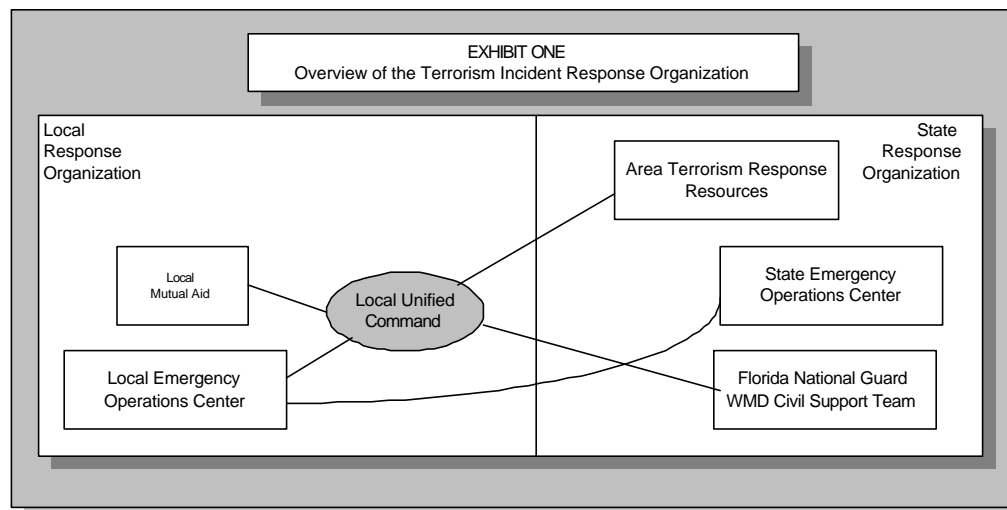
This section first describes the response organization available for terrorist events impacting the State and, secondly, the concept of operations to be used by state organizations for management of the response to the event.

Response Organization

Resources available for emergency response to a terrorism event will be provided by local and State agencies as shown in **Exhibit One**.

II. Local Response

As indicated in **Exhibit One**, under most conditions, the local jurisdiction will provide the initial emergency response to a known, suspected, or threatened



terrorist event. The first responding units would 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, search and rescue, and other related plans.

III. State Response

In the event that local response capabilities may not be adequate to conduct crisis and consequence management operations, State resources may be mobilized with an Executive Order of the Governor. The State's resources are also illustrated in **Exhibit One**.

The Florida Division of Law Enforcement (FDLE) is the lead state agency for Crisis Management. The Florida Division of Emergency Management (FDEM) is the lead state agency for Consequence Management. All state Consequence Management Resources will operate as defined under the Comprehensive Emergency Management Plan (CEMP).

The characteristics or magnitude of a terrorist event may necessitate the activation of the State Emergency Operations Center and the State of Florida Comprehensive Emergency Management Plan. State resources mobilized through these actions would then be available to the local unified command. In addition, the State of Florida is establishing the Terrorism Response System specifically to address the unique emergency preparedness needs for terrorist incidents.

A. The Florida Terrorism Response System

The State of Florida's statewide *Terrorism Response System*, is being established through the Division of Emergency Management and FDLE. The Division of Emergency Management 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 Terrorism Response System is to consist of the following functional components:

1. A process to assess, define, and monitor the State's vulnerability to the impacts of a terrorist or cyber terrorist event;
2. A Statewide system to monitor morbidity and mortality to identify, as soon as feasible, a suspected, undeclared terrorist attack;
3. A process to determine State and local governmental ongoing need (specialized personnel, equipment, materials, planning, and training) to effectively respond to a major terrorist or cyber terrorist incident.
4. Statewide standards and guidelines applicable to the safe and efficient emergency response to a terrorist or cyber terrorist incident;
5. A planning process at the State and local governmental levels to prepare for implementation of the Terrorism Response System;
6. Operational concepts to incorporate federal response actions and personnel into the management of a terrorist event and its consequences in the community, and;
7. Area deployed specialized resources, sponsored by the State, for rapid response to a terrorist event involving weapons of mass destruction.

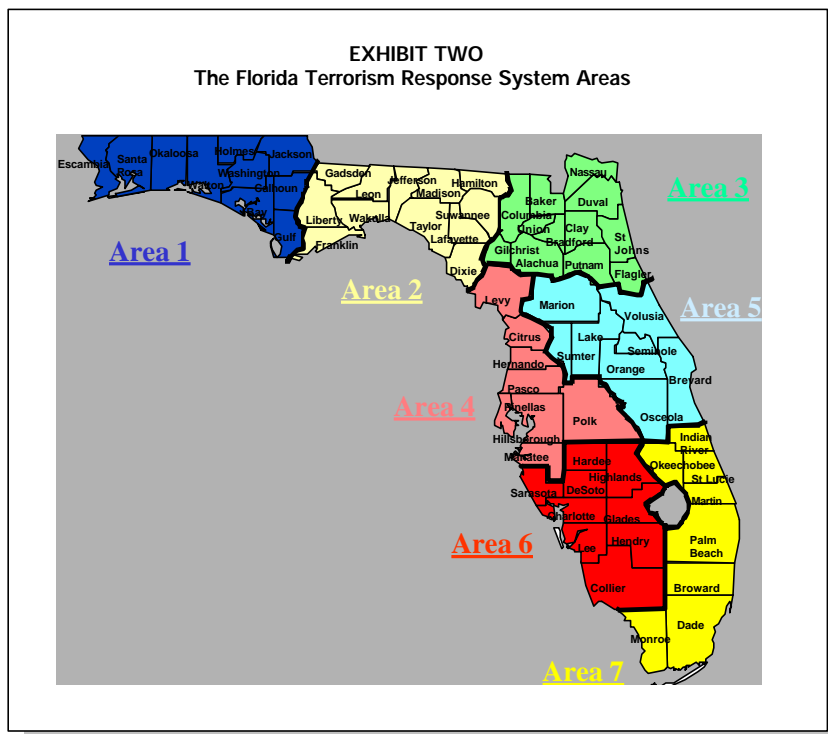
In the Terrorism Response System, specialized response resources are identified from local emergency organizations and individuals as shown in **Exhibit Two**.

The Terrorism Response System is comprised of local agency resources (personnel and equipment) that make up a highly trained cadre of personnel that is equipped for response to a known or suspected terrorist attack involving a weapon of mass destruction.

The availability of these designated resources within each of the Resource 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 Terrorism Response Resources will be coordinated through the Regional Domestic Security Task Forces. The Terrorism Response System within each Resource Area will be structured, trained, and equipped to address the unique needs and capabilities of the communities within that Area.

Area response assets to be available will include resources capable for response to incidents biological, nuclear, incendiary, chemical, and explosive (B-NICS) agents, as follows:

1. Evidence/investigative response team;
2. Special weapons and tactics team;
3. Bomb squad;
4. Hazardous materials response team;
5. Emergency medical services;
6. Hospitals;
7. Laboratories;
8. Public works, and;



9. Fire fighting.

B. The Florida National Guard WMD Civil Support Team

The Florida National Guard WMD Civil Support Team may be operational by July of 2002. Once operational, this Unit will be comprised 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 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 weapon of mass destruction. One 22-member WMD Civil Support Team is to be available in the State on a seven day, 24 hour basis and will be equipped with specialized technical skills and equipment.

C. The Florida National Guard Computer Emergency Response Team

The Florida National Guard Computer 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.

IV. Federal Response

All Federal Crisis Management Resources will operate as defined under the United States Government Interagency Domestic Terrorism Concept of Operations Plan (CONOPS). The Federal Bureau of Investigation (FBI) is the lead federal agency (LFA) for Crisis Management. All federal Consequence Management Resources will operate as defined under the Federal Response Plan. The Federal Emergency Management Agency is the lead federal agency for Consequence Management.

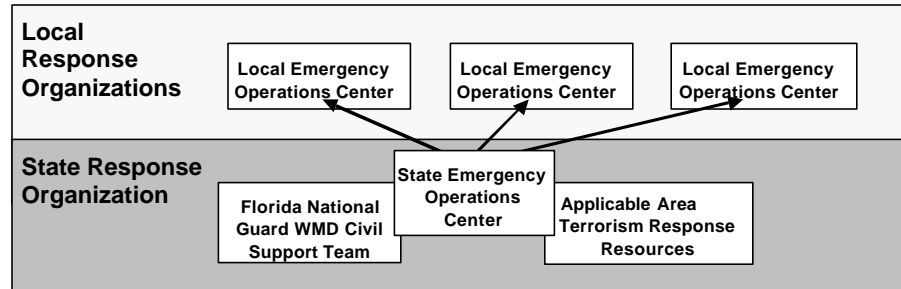
V. Modification of the Response Organization

It is possible that the use of a weapon of mass destruction, such as a biological agent, could occur, without prior knowledge of the response organizations. This could result in widespread illness, fatalities, or environmental contamination without readily defined incident scenes. In this case, response operations such as mass casualty management, environmental decontamination, and public information would be provided on a jurisdiction-wide basis, with coordination among jurisdictions by the State Emergency Operations Center. In this event, the local and State response

organizational structure would be that illustrated in **Exhibit Three**.

EXHIBIT THREE

Overview of the Response Organization for Event without an Incident Scene



In this case, emergency operations at the local level would be coordinated through the local emergency operations center. The State Emergency Operations Center will provide coordination for consequence management in support of local operations and, if needed, in coordination with Regional Domestic Security Task Forces, mobilize the applicable Terrorism Response Resources in local emergency operations.

VI. Other Participants in the Response Organization

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

- A. Owners or operators of the facility in which the event is occurring;
- B. Owners or operators of a transportation center, or modes of transportation (for example, airplane, boat, railroad), in which the event is occurring;
- C. Non-government expert advisors or consultants, such as university scientists, physicians, or private contractors.
- D. Non-government laboratories for threat agent identification;
- E. The manufacturer of the threat agent;
- F. Rental agents or contractors providing vehicles, equipment, or supplies involved in the event;
- G. Health and medical care facilities and mortuaries managing the victims of the incident, and;
- H. The owners, operators, clients, or support organizations for computer networks, telecommunication systems, and Internet services

threatened by a cyber terrorist attack.

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 by the response organization described in **Chapter 2 (The Response Organization)**.

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 victims;
7. Laboratory results from samples taken at the scene or from victims' bodies;
8. Routine surveillance monitoring of a community's morbidity and mortality, and;
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, it will become necessary to provide notification to the State Warning Point. As a precaution, the State Warning Point will ensure that the applicable regional office of the Federal Bureau of Investigation has been notified in addition to other appropriate agencies.

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

C. Threat Classification

The United States Government Interagency Domestic Terrorism Concept of Operations Plan (CONPLAN) establishes a range of threat levels determined by the FBI that serves to frame the nature and scope of the Federal response. The State of Florida has adopted this classification scheme and has modified it only where necessary to delineate the State's perspective.

Each threat level provides for an escalating range of actions that will be implemented concurrently for crisis and consequence management. Specific actions will take place, which are synchronized to each threat level, ensuring that all agencies are operating jointly with consistent executed plans. Federal and State government will notify and coordinate with State and local governments, as necessary. These threat levels are described below:

- a. **Minimal Threat** - Received threats do not warrant actions beyond normal liaison notifications or placing assets or resources on a heightened alert (agencies are operating under normal day-to-day conditions).
- b. **Potential Threat** - Intelligence or an articulated threat indicates a potential for a terrorist incident. However, this threat has not yet been assessed as credible.
- c. **Credible Threat** - A threat assessment indicates that the potential threat is credible, and confirms the involvement of a weapon of mass destruction in the developing terrorist incident. Intelligence will vary with each threat, and will impact the level of the response. At this threat level, the situation requires the tailoring of response actions to use

resources needed to anticipate, prevent, and/or resolve the crisis. The crisis management response will focus on law enforcement actions taken in the interest of public safety and welfare and is predominantly concerned with preventing and resolving the threat. The consequence management response will focus on contingency planning and pre-positioning of tailored resources, as required. The threat increases in significance when the presence of an explosive device or weapon of mass destruction capable of causing a significant destructive event, prior to actual injury or loss, is confirmed or when intelligence and circumstances indicate a high probability that a device exists. In this case, the threat has developed into a weapon of mass destruction terrorist situation requiring an immediate process to identify, acquire, and plan the use of State and federal resources to augment state and local authorities in lessening or averting the potential consequence of a terrorist use or employment of a weapon of mass destruction.

- d. **Weapons of Mass Destruction Incident** - A weapon of mass destruction terrorism incident has occurred which requires an immediate process to identify, acquire, and plan the use of state and federal resources to augment state and local authorities in response to limited or major consequences of a terrorist use or employment of a weapon of mass destruction. This incident may have resulted in mass casualties. The response is primarily directed toward public safety and welfare and the preservation of human life.

The classification may be upgraded at any time, when warranted by conditions. The State Warning Point will then notify or confirm notification of the local incident commander, the unified command, and the FBI.

For every threat level, the local Incident Commander should notify the local Emergency Operations Center or Unified Command of one of the following two situations:

- Federal and/or state resources will be necessary to support local operations; or,
- Local capabilities are deemed to be adequate for local crisis and consequence management response operations.

The local EOC or Unified Command will pass this information to the State Warning Point. The State will respond appropriately to the information regarding local capabilities for management of the incident. The resulting activation level of the State Emergency

Operations Center will be in accordance with the provisions of the State of Florida Comprehensive Emergency Management Plan.

III. State Emergency Response Operations

A. Activation of the State Emergency Operations Center

The State Emergency Operations Center may be activated for any terrorist threat involving a weapon of mass destruction, support of FDLE the lead agency during Crisis Management, deployment of Terrorism Response Resources, and/or deployment of the Florida National Guard WMD Civil Support and Computer Emergency Response teams.

B. Deployment of State Liaison Personnel

Several emergency operations facilities may be established for management of the incident. The Florida Division of Emergency Management, through the State Emergency Operations Center, may deploy liaison personnel to any or all of the following:

1. The local unified command;
2. A local emergency operations center;
3. The Federal Joint Operations Center;
4. The Joint Information Center; and/or,
5. Forward Coordinating Team.

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 State Emergency Operations Center and/or the appropriate State Emergency Support Function in accordance with the provisions of the State Comprehensive Emergency Management Plan.

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 State Emergency Operations Center 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 Comprehensive Emergency Management Plan will be followed.

CHAPTER 4 – ROLES AND RESPONSIBILITIES

I. General

This Chapter of the Annex describes the responsibilities for program support for the Terrorism Response System. The intent of this Chapter is to define the responsibilities of the State Emergency Support Functions under the Florida Comprehensive Emergency Management Plan 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 Florida Comprehensive Emergency Management Plan 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 or cyber terrorist event 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 Comprehensive Emergency Management Plan that is consistent with the State's Plan. Therefore, counties are encouraged to adopt an annex for terrorism incident response to their existing comprehensive emergency management plan 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 comprehensive emergency management plan, are also encouraged to adopt an annex for terrorism incident response to their comprehensive emergency management plan. 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 comprehensive emergency management plan as necessitated by the incident and its consequences.

III. State Roles and Responsibilities

The State has the principal responsibilities for development, implementation, and maintenance of the Terrorism Response System. This section describes State responsibilities either by the individual agency or by the applicable “emergency support function/.” The Lead State agency for each emergency support function has the responsibility to coordinate the required actions of all agencies and organizations involved within that emergency support function.

A. The Florida Division of Emergency Management

The Florida Division of Emergency Management will have the following responsibilities, with respect to operations of this Annex:

1. Develop and maintain this Annex and assure its consistency with the Florida Comprehensive Emergency Management Plan;
2. Prepare and maintain planning guidance for emergency support function 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 comprehensive emergency management plans and any corresponding implementing procedures;
4. Develop and maintain a strategic plan for enhancing the capability to prepare for, respond to, and recover from a terrorist or cyber terrorist attack, and;
5. Develop, maintain, and coordinate the Terrorism Response System by accomplishing the following:
 - a. Adopt criteria for determining the number, size, type, and minimum mobilization times of the Terrorism Response System needed in each of the areas of the state;
 - b. Define the selection criteria and management process for existing agencies and organizations to be designated in the Terrorism Response System;
 - c. Stipulate the equipment, supplies, training and exercise requirements of the Terrorism Response System;
 - d. Establish cost reimbursement policies and fee schedules for mobilization of the Terrorism Response System;

- e. Select the most qualified mix of local organizations and individuals to serve in the Terrorism Response System, and periodically reconfirm their qualifications to continue in this capacity;
- f. Initiate and maintain a contractual agreement with each local organization and/or individual serving in a Terrorism Response System, reflecting all administrative and operational requirements of the State;
- g. Establish operational criteria for mobilization of a Terrorism Response System;
- h. Coordinate deployment of the National Pharmaceutical Stockpile to local communities;
- i. Provide resources and guidance to oversight groups;
- j. In coordination with the Regional Domestic Security Task Forces, periodically audit the training and resource maintenance practices of the Terrorism Response System and monitor for corrective action if needed;
- k. Assure a formal critique is completed after every mobilization of the Terrorism Response System, and that identified corrective actions are taken;
- l. In coordination with the Regional Domestic Security Task Forces provide guidance to local emergency services officials on the Terrorism Response System;
- m. Prepare and maintain procedures for the State Warning Point regarding notifications for a known, suspected or threatened terrorist event, and;
- n. In coordination with the Regional Domestic Security Task Forces, establish and maintain a statewide training program for State and local emergency response personnel in terrorism incident awareness and response operations.

B. Terrorism Response System

Each organization and/or individual designated within the Terrorism Response System will have the following responsibilities, as appropriate to their role to support the system:

1. Conduct and/or participate in training, planning, exercise,

equipment maintenance and administrative duties in accordance with the requirements established by the Division of Emergency Management and stipulated in contractual agreements;

2. Maintain readiness for deployment to the scene of a known, suspected, or threatened terrorist incident, and;
3. Maintain capabilities to provide specialized emergency response services including, as needed:
 - a. Field detection of a known or suspected weapon of mass destruction and characterization of the agent(s);
 - b. Isolate, stabilize, or “render safe” a known or suspected weapon of mass destruction;
 - c. Consult on and/or provide services in the suppression, control and/or disposal of a known or suspected weapon of mass destruction;
 - d. Consult on public protective measures and initial medical management of victims;
 - e. Validate the impacted area and implement control zones or isolation area;
 - f. Provide technical support for victim search and rescue in the impacted area;
 - g. Assist with triage of the victims injured or sickened by a known or suspected weapon of mass destruction;
 - h. Provide initial specialized pharmaceuticals or decontamination agents for victim treatment;
 - i. Provide technical direction and coordination of victim, property and environmental decontamination, and;
 - j. Provide technical advice to the Incident Commander.

C. All Emergency Support Function Lead Agencies and Organizations

All designated State Emergency Support Function 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 Florida Comprehensive Emergency Management Plan to the types of unique operations required of the emergency support function during the response to an incident involving a weapon of mass destruction;
 3. Identify the type and number of resources likely to be needed by the emergency support function to support response to a weapon of mass destruction 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 Emergency Support Functions;
 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, and;
 7. Support the Division of Emergency Management in the maintenance and updating of this Annex and all corresponding implementing procedures.

D. Support Agencies Responsibilities

The responsibilities for the Emergency Support Functions support agencies are as follows:

1. Emergency Support Function 2, Communications
 - a. Coordinates with FDLE, the assessment of the vulnerability of computer networks, communications systems, 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 Emergency Support Function for a cyber terrorist event during consequence management;
 - c. Coordinates with the Florida Department of Law Enforcement, the Florida Infrastructure Protection Center, and State Technology Office 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. Emergency Support Function 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 weapon of mass destruction, and;
 - c. Conducts debris management.
 3. Emergency Support Function 4, Fire Fighting and Emergency Support Function 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 weapon of mass destruction;
 - b. Supports development of the fire fighting resource, material, training and related requirements for selection, deployment and operation of the Terrorism Response System, in coordination with the Regional Domestic Security Task Forces;
 - 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 weapon of mass destruction incidents, in coordination with the Regional Domestic Security Task Forces, and;
 - d. Provides search and rescue units capable of operating in an environment contaminated with B-NICE chemical weapons of mass destruction.
 4. Emergency Support Function 5, "Information and Planning"
 - a. Evaluate current procedures for gathering and managing

- incident data, as well as operations planning for their effectiveness to support State Emergency Operations Center actions during a weapon of mass destruction 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. Emergency Support Function 6, "Mass Care"
- a. Develops and/or adapt existing plans or procedures to provide assistance and services to victims impacted by a weapon of mass destruction, and;
 - b. Develops and provides guidance for specialized shelter operations that may be required by a weapon of mass destruction attack, such as medical monitoring, decontamination, and first aid for victims.
6. Emergency Support Function 7, Resource Support
- Prepares and test procedures to obtain and deploy specialized resources needed for a weapon of mass destruction response from sources within and outside of Florida.
7. Emergency Support Function 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 weapons of mass destruction event based on monitoring of morbidity and mortality in the state;
 - c. 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 weapons of mass destruction incidents;
 - d. Develop and implement procedures to access and

- distribute pharmaceuticals, including the National Pharmaceutical Stockpile, as well as other specialized medical supplies needed for treatment of victims of a weapons of mass destruction attack;
- e. Support development of the emergency medical services resource, material, training, and related requirements for selection and operation of the Terrorism Response System;
 - f. 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;
 - g. Prepare and test procedures for transport or relocation of contaminated victims to medical care facilities within and outside Florida;
 - h. Develop mass fatality procedures for weapons of mass destruction incidents, and;
 - i. Maintain capabilities for radiological response in a weapon of mass destruction incident.
8. Emergency Support Function 10, Hazardous Materials
- a. Evaluate existing hazardous materials response procedures, protocols and equipment used in the State for their suitability during a weapon of mass destruction event.
 - b. Take corrective actions as needed;
 - c. Define the required and/or recommended levels of personal protective equipment for local responders managing a weapon of mass destruction incident;
 - d. In coordination with the Regional Domestic Security Task Forces, define the required and/or recommended awareness, technician, and operational level training and exercise standards for hazardous materials response to weapon of mass destruction incidents;
 - e. Support development of the hazardous materials response resource, material, equipment, training, and related requirements for selection and deployment of the designated Terrorism Response System and their

operations, and;

- f. Formulate and establish statewide criteria and protocols for disposal of natural and man-made debris contaminated with a weapon of mass destruction.

9. Emergency Support Function 12, Energy

Support the assessment of the vulnerability of the state's energy producing, transmission, storage facilities, and networks to terrorist attacks, and;

10. Emergency Support Function 13, Military Support

- a. Support assessment of the vulnerability of National Guard facilities and operations to the impacts of a terrorist or cyber terrorist attack;
- b. Identify resource, planning, training and equipment needs to avoid or minimize the vulnerability of military facilities and operations to a terrorist or cyber 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 weapons of mass destruction;
- d. The Florida National Guard will have the following responsibilities related to preparedness for, response to, and recovery from a terrorist incident:
 - 1) Establish and maintain the WMD Civil Support Team program.
 - 2) Establish and maintain the Computer Emergency Response Team.
 - 3) Define criteria for team deployment and minimum response times to locations throughout the State.
 - 4) Provide for joint training with the designated Terrorism Response System in each region.
 - 5) Provide guidance to local emergency services officials on the capabilities and operational protocols of these Teams.

- 6) Ensure the WMD Civil Support Team can effectively fulfill the following responsibilities:
 - i. Conduct training, planning, safety, exercise, equipment maintenance, and administrative duties in accordance with the requirements established by the National Guard.
 - ii. Maintain readiness for deployment to the scene of a known, suspected, or threatened terrorist incident.
 - iii. Maintain capabilities to provide specialized emergency response services to the local Incident Commander.
 - iv. Support and expand the technical resources for the incident.

11. Emergency Support Function 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 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, and;
 - d. Develop procedures to rapidly prepare and release to the public authoritative information on the safety and health effects of weapons of mass destruction and recommended protective actions.

12. Emergency Support Function 16, Law Enforcement and Security
 - a. Coordinate, facilitate and track support for regional response in coordination with the Division of Emergency

- Management and the Regional Domestic Security Task Forces ;
- b. Serves as lead agency for Crisis Management
 - c. 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;
 - d. Supports the Regional Domestic Security Task Forces” in the support of the assessment of local and state law enforcement response capabilities available to respond to a weapon of mass destruction event and define additional capability needs Support investigations of known, suspected, or threatened terrorist or cyber terrorist events;
 - e. Coordinates local, State, and federal law enforcement operations, investigations, intelligence sharing, and analysis of known, suspected or threatened terrorist or cyber terrorist events;
 - f. Coordinates the requests for deployment of the Florida National Guard for security missions;
 - g. Defines the required and/or recommended awareness, technical, and operational level training and exercise standards for law enforcement response to incidents involving weapons of mass destruction;
 - h. Defines required and or recommended equipment necessary for law enforcement response to incidents involving weapons of mass destruction in coordination with the Regional Domestic Security Task Forces;
 - i. Supports the identification of critical infrastructure facilities and services in coordination with the Division of Emergency Management;
 - j. Design and implement corresponding security plans to ensure asset protection, and;
 - k. Coordinate mutual aid and deployment.
13. Emergency Support Function 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 weapon of mass destruction;

- b. Develop response criteria, policies, and procedures for confiscation, condemnation, and disposal of food and agricultural products contaminated by a weapon of mass destruction, and;
- 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 event 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 event, as well as training those who would respond to that event.

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, and;
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 terrorist incident. The Florida Division of Emergency Management will serve as the state coordinator of the training programs needed to support for consequence management and FDLE will serve as the state coordinator for crisis management. In this role, the Division of Emergency Management 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. Set the criteria and performance standards for the training programs of the local agencies, organizations, and individuals designated as Terrorism Response Systems;
 - c. Review all applicable state training programs for their relevance to the management of a terrorist incident involving a weapon of mass destruction;
 - d. Make available terrorism preparedness and response training programs for all State and local agencies, and;
 - e. Support local terrorism preparedness training programs.
2. Under the coordination of the Florida Division of Emergency Management, the following State agencies are responsible for the indicated components of the statewide terrorism preparedness and response training program:
- a. The Florida Department of Law Enforcement 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, is responsible for direction and coordination of the training of Florida guardsmen, the WMD Civil Support Team, the Computer Emergency Response Team, and search and rescue personnel in terrorism incident awareness and response;
 - c. The Florida Department of Environmental Protection 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 weapon of mass destruction;
 - d. The Florida Department of Health 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 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, and;

- f. The Florida Department of Insurance, Division of State Fire Marshall, 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 Terrorism Response System, the National Guard WMD Civil Support Team, 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 Terrorism Response System 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 weapon of mass destruction, such as search and rescue, intelligence gathering, cyber technology, mass casualty management, decontamination, media management, and other issues.
2. The Division 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 Division of Emergency Management Area.
2. A coordinated state response to a terrorist incident may be substituted for the annual statewide exercise.

C. Exercise Documentation

1. The Florida Division of Emergency Management 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.