

***Module 5:
Notification and
Coordination***

Objectives

After completing this module, you will be able to:

- identify responsibilities stated in an emergency operations plan (EOP), and differentiate between the roles defined in a local and State EOP;
- identify functions included in a Federal Response Plan (FRP);
- differentiate between crisis management and consequence management presented in Presidential Decision Directive 39 (PDD-39); and
- identify correct procedures to be completed under the Robert T. Stafford Act.

ACTIVATING RESOURCES

The first responder at the local level plays a critical role in the communication link. It is vitally important that you are able to realize the need for additional resources, and make the appropriate notifications to your communication center. Your locality should have an emergency operations plan (EOP) in place to deal with incidents of such magnitude. In jurisdictions that use a functional planning approach, hazard-specific appendices can be developed to describe the unique provisions and procedures associated with performing response functions (e.g., direction and control; communications; alert, notification, and warning; emergency public information; evacuation and movement; mass care; health and medical; and resource management, among others) in a situation involving terrorism.

Occasionally, a natural or manmade disaster occurs which overwhelms resources and capabilities at the local level. When such a disaster occurs, it becomes the State's responsibility to provide assistance to the affected

jurisdiction(s). If the State's resources and capabilities are not adequate to mitigate the incident, Federal assistance would be requested through the governor. The first step in explaining this process involves your understanding of local, county, State, and Federal planning.

What is an EOP?

An EOP is a document that:

- assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency, e.g., the fire department;
- sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated;
- describes how people and property will be protected in emergencies and disasters;
- identifies personnel, equipment, facilities, supplies, and other resources available—within the jurisdiction or by agreement with other jurisdictions—for use during response and recovery operations; and
- identifies steps to address mitigation concerns during response and recovery activities.

Local EOPs

In our country's system of emergency management, local government must act first to attend to the public's emergency needs. (Realistically, first responders act on behalf of the local government at incident scenes.) Depending on the nature and size of the emergency, State and Federal assistance may be provided to the local jurisdiction. The local EOP focuses on essential measures for protecting the public. These include warning,

emergency public information, evacuation, and shelter. Included in your local EOP should be a mechanism for emergency responders and managers to notify and activate State resources.

State EOPs

States play three roles: (1) they assist local jurisdictions whose capabilities are overwhelmed by an emergency; (2) they

themselves respond first to certain emergencies; and (3) they work with the Federal government when Federal assistance is necessary. The State EOP is the framework within which local EOPs are created and through which the Federal government becomes involved. As such, the State EOP ensures that all levels of government are able to mobilize as a unified emergency organization to safeguard the well-being of the State's citizens.

Thinking About My Situation...

State whether you agree or disagree with the following statement, and why.

As a first responder trained to the awareness level, it is unlikely I would be involved in a major emergency operation requiring State resources. However, as a member of the local emergency management community, there still is some value in my being familiar with the State Emergency Operations Plan.

Linking Federal and State Response

The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, authorizes the Federal government to respond to disasters and emergencies in order to help State and local governments save lives, and to protect public health, safety, and property. The Federal Response Plan (FRP) was developed to help expedite Federal support to disasters. Generally, the FRP is implemented when the State's resources

are not sufficient to cope with a disaster, and the governor has requested Federal assistance.

The FRP details what the Federal government will do to provide emergency assistance to a State and its local governments affected by a large-scale disaster. It also describes an organizational structure for providing this assistance. It is built on the principle of functionality, in that 12 emergency support functions (ESFs) are arranged with a lead Federal agency to coordinate operations within each area. This is shown below

ESF	Function	Lead Agency
1	Transportation	U.S. Department Of Transportation
2	Communications	National Communication System
3	Public works and engineering	U.S. Department of Defense. Army Corps of Engineers
4	Firefighting	U.S. Department of Agriculture, Forest Service
5	Information and planning	Federal Emergency Management Agency
6	Mass care	American Red Cross
7	Resource support	General Services Administration

ESF	Function	Lead Agency
8	Health and medical services	U.S. Department of Health and Human Services, Public Health Service
9	Urban search and rescue	Federal Emergency Management Agency
10	Hazardous materials	Environmental Protection Agency
11	Food	U.S. Department of Agriculture, Food and Nutrition Service
12	Energy	U.S. Department of Energy

Presidential Decision Directive 39 (PDD-39)

In June 1995, the White House issued Presidential Decision Directive 39 (PDD-39), *United States Policy on Counterterrorism*. PDD-39 directed a number of measures to reduce the Nation's vulnerability to terrorism, to deter and respond to terrorist acts, and to strengthen capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including weapons of mass destruction (WMD). PDD-39 discusses crisis management and consequence management.

Crisis management is the law-enforcement response, and focuses on the criminal aspects of the incident. Specific components of crisis management include activities to anticipate, prevent, and/or resolve a threat or incident; identify, locate, and apprehend the perpetrators; and

investigate and gather evidence to support prosecution. Crisis management involves local, State, and Federal law-enforcement agencies, with the Federal Bureau of Investigation (FBI) having the lead role.

Consequence management is the response to the disaster, and focuses on alleviating damage, loss, hardship, or suffering. Specific components of consequence management include activities to protect public health and safety; restore essential government services; and provide emergency assistance to affected governments, businesses, and individuals. Consequence management includes Federal, State, and local volunteer and private agencies. The Federal Emergency Management Agency (FEMA) has the lead role in consequence management. The laws of the United States assign primary authority to the States to respond to the consequences of terrorism; the Federal government provides assistance as required.

Thinking About My Situation...

Contrast the roles you would play as a first responder in crisis management and consequence management. In which area do you think you would have a bigger role as a first responder?

Federal Response Plan: Terrorism Incident Annex

In the event that Federal assistance is needed at a terrorist incident, FEMA would use the newly developed Terrorism Incident Annex of the Federal Response Plan. This describes the Federal concept of operations to implement PDD-39 when necessary to respond to terrorist incidents within the U.S. Included in the Appendix are copies of PDD-39 and the FRP: Terrorism Incident Annex.

Chain of Events

If a terrorist incident that exceeded available resources and capabilities were to occur within your locality, your jurisdiction would notify your appropriate State emergency management agency. In the event that State resources and capabilities were exceeded, the governor would place the call to FEMA for Federal assistance. Under the Robert T. Stafford Act, once a Presidential Declaration of Disaster is made, the following actions would be taken, many concurrently, in response to a terrorist incident:

- FEMA would use its emergency authorities to notify the Federal agencies, activate the FRP, begin coordinating the delivery of Federal assistance, and establish liaison operations with the FBI.

- The FEMA Director would consult with the governor of the affected State to determine the scope and extent of the incident.
- An emergency response team, made up of representatives from each of the primary Federal agencies, would be assembled and deployed to the field to establish a Disaster Field Office and initiate operations.

SUMMARY

The first responder must understand what happens when an incident, natural or manmade, overwhelms local and State capabilities and becomes a Federal response. Your role in the notification process is the first link in the communications chain. As soon as possible after you suspect criminal activity or a potential act of terrorism, you should notify the appropriate authorities. For most of you, however, this does not extend beyond your dispatch or communications center. This will assist in activating available response resources, and increase the likelihood of success.

Given the likely increase in terrorism-related incidents in the U.S., your familiarity with local, State, and Federal plans will enable you and your agency to respond more effectively in the event that terrorism strikes in your jurisdiction.

What I Will Do As Followup To This Module...

Refer to your local and State EOPs. List resources identified in the plan that could help you in a B-NICE incident.

LEARNING CHECK

Multiple Choice: Circle your answer.

1. An EOP
 - a. covers specific actions occurring at projected times and places during an emergency. It does not assign responsibilities to organizations and individuals for implementing these actions.
 - b. designates responsibility for setting lines of authority and organizational relationships to any first responder assigned to an incident.
 - c. describes alternative approaches for apprehending and convicting would-be terrorists.
 - d. identifies personnel, equipment, facilities, supplies, and other resources available for use during response and recovery operations.

2. Crisis management includes activities to
 - a. protect public health and safety
 - b. restore essential government services.
 - c. provide emergency assistance to affected governments, businesses, and individuals.
 - d. anticipate, prevent, and/or resolve a threat or incident.

3. Consequence management
 - a. includes activities to identify, locate, and apprehend the perpetrators.
 - b. includes Federal, state, and local volunteer and private agencies.
 - c. involves local, state, and Federal law enforcement agencies.
 - d. focuses on criminal aspects of the incident.

4. When a Presidential Declaration of Disaster is announced, which of the following occurs?
 - a. FEMA suspends FRP activities.
 - b. An emergency response team is deployed to establish a Disaster Field Office and initiate operations.
 - c. The President confers directly with first responders to determine the scope and extent of the incident.
 - d. FEMA assumes command of the incident scene.

5. The _____ authorizes the Federal Government to respond to disasters and emergencies in order to provide State and local governments with assistance.
 - a. Federal Response Plan
 - b. Robert T. Stafford Act
 - c. State EOP
 - d. SARA Title III

True or False: Circle either T or F.

6. T F The first responder plays a critical role in the communications link.
7. T F In our country's system of emergency management, local government (first responders) must act first to attend to the public's emergency needs.
8. T F According to PDD-39, FEMA is given the lead role in crisis management.
9. T F As soon as you suspect criminal activity as a potential act of terrorism, you should notify the appropriate authorities.
10. T F A first responder does not need to be familiar with local emergency operations plans.

Answers are provided at the end of this Guide on page 105.

GLOSSARY

Acute Exposure	An exposure, often intense, over a relatively short period of time.
Alpha Radiation	The least penetrating type of nuclear radiation; not considered dangerous unless alpha-contaminated particles enter the body.
Asphyxiation	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. Asphyxiants interfere with oxygen flow during normal breathing. There are two types of asphyxiants: simple and chemical.
B-NICE	The acronym for identifying the five categories of terrorist incidents: B iological, N uclear, I ncendiary, C hemical, and E xplosives.
Bacteria	Single-celled organisms that multiply by cell division and can cause disease in humans, plants, or animals. Examples include anthrax, cholera, plague, tularemia, and Q fever.
Beta Radiation	A type of nuclear radiation that is more penetrating than alpha radiation and can damage skin tissue and harm internal organs.
Biological Agent	Living organisms, or the materials derived from them, that cause disease in, or harm, humans, animals, or plants, or cause deterioration of material. Biological agents may be found as liquid droplets, aerosols, or dry powders. A biological agent can be adapted and used as a terrorist weapon, such as anthrax, tularemia, cholera, encephalitis, plague, and botulism. There are three different types of biological agents: bacteria, viruses, and toxins.
Biological Incident	An event in which a biological agent is used as a terrorist weapon.
Blister Agent	A chemical agent, also called a vesicant, which causes severe blistering and burns to eyes, skin, and tissues of the respiratory tract. Exposure is through liquid or vapor contact. Also referred to as mustard agents; examples include mustard and lewisite.
Blood Agent	A chemical agent that interferes with the ability of blood to transport oxygen and causes asphyxiation. These substances injure a person by interfering with cell respiration (the exchange of oxygen and carbon dioxide between blood and tissues). Common examples are hydrogen cyanide and cyanogen chloride.

Chemical Agent	There are five classes of chemical agents, all of which produce incapacitation, serious injury, or death: (1) nerve agents, (2) blister agents, (3) blood agents, (4) choking agents, and (5) irritating agents. A chemical substance used in military operations is intended to kill, seriously injure, or incapacitate people through its physiological effects.
Chemical Harm	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. There are two broad types of chemical agents that can cause harm: toxic and corrosive materials.
Chemical Incident	An event in which a chemical agent is used as a terrorist weapon.
Chemical Asphyxiant	Referred to as blood poisons, these are compounds that interrupt the flow of oxygen in the blood or the tissues in three ways: (1) They react more readily than oxygen with the blood. Carbon monoxide is the best-known example. (2) They liberate the hemoglobin from red blood cells, resulting in a lack of transport for oxygen. Hydrazine is one such asphyxiant. (3) They cause a malfunction in the oxygen-carrying ability of the red blood cells. Benzene and toluene are two of these.
Choking Agent	A chemical agent that causes physical injury to the lungs. In extreme cases, membranes swell and lungs become filled with liquid, which can result in asphyxiation resembling drowning. Death results from lack of oxygen; hence, the victim is "choked." Common examples are chlorine and phosgene.
Chronic	An exposure, often mild, over a long period of time.
Consequence Management	As described in PDD-39, consequence management is the response to the disaster, and focuses on alleviating damage, loss, hardship, or suffering. The Federal Emergency Management Agency (FEMA) has the lead in consequence management.
Corrosive Materials	One type of chemical agent that can cause chemical harm at an incident scene. They are liquids or solids causing visible destruction or irreversible alterations in human skin tissue at the site of contact.
Crisis Management	As described in PDD-39, crisis management is the law enforcement response, and focuses on the criminal aspects of the incident. The Federal Bureau of Investigation (FBI) has the lead in crisis management.
Distance	One of the three components of the time, distance, and shielding (TDS) response; refers to the recommendation that one maintain distance from a hazard if at all possible. Refer to the <i>North American Emergency Response Guide (NAERG)</i> as an appropriate resource.

Emergency Operations Plan (EOP)	An EOP is a document that (1) assigns responsibility to organizations and individuals for carrying out specific actions at projected times and places in an emergency that exceeds the capability or routine responsibility of any one agency; (2) sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated; (3) describes how people and property will be protected in emergencies and disasters; (4) identifies personnel, equipment, facilities, supplies, and other recourses available for use during response and recovery operations; and (5) identifies steps to address mitigation concerns during response and recovery activities.
Emergency Support Functions (ESF)	The Federal Response Plan (FRP) details 12 ESFs in place to coordinate operations during Federal involvement in an incident: transportation, communications, public works and engineering, firefighting, information and planning, mass care, resource support, health and medical services, urban search and rescue, hazardous materials, food, and energy.
Etiological Harm	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. Involves exposure to a living microorganism, or its toxins, which causes, or may cause, human disease. Biological agents are the most obvious examples of etiological agents.
Explosive	As defined by the U.S. Department of Transportation, "a substance fitting into one of these two categories: (1) any substance or article, including a device, designed to function by explosion; or (2) any substance or article, including a device, which, by chemical reaction within itself, can function in a similar manner even if not designed to function by explosion.
Explosive Incident	An event in which an explosives device is used as a terrorist weapon.
Federal Response Plan (FRP)	Developed to help expedite Federal support to disasters. Generally, the FRP is activated when the State's resources are not sufficient to cope with a disaster, and the governor has requested Federal assistance
GEDAPER	An acronym used to describe an incident analysis process. The steps include (1) G athering information, (2) E stimating course and harm, (3) D etermining strategic goals, (4) A ssessing tactical options and resources, (5) P lanning and implementing actions, (6) E valuating, and (7) R eviewing.
Gamma Radiation	Gamma rays are high-energy, ionizing radiation that travel at the speed of light and have great penetrating power. They can cause skin burns, severely injure internal organs, and have long-term, physiological effects.

EMERGENCY RESPONSE TO TERRORISM: SELF-STUDY

Incendiary Device	Any mechanical, electrical, or chemical device used intentionally to initiate combustion and start a fire.
Incendiary Incident	An event in which an incendiary device is used as a terrorist weapon.
Irritating Agent	A chemical agent, also known as riot control agents or tear gas, which causes respiratory distress and tearing designed to incapacitate. Common examples include chloropicrin, MACE, tear gas, pepper spray, and dibenzoxazepine.
Local EOP	The local EOP focuses on essential measures for protecting the public, to include warning, emergency public information, evacuation, and shelter. To be included in a local EOP should be a mechanism for emergency responders and managers to notify and activate State resources.
Mechanical Harm	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. Causes trauma from contact with mechanical or physical hazards. One form of mechanical injury can result from an explosive device. Other types include routine slip, trip, and fall hazards.
NAERG	<i>The North American Emergency Response Guidebook.</i>
Nerve Agent	A substance that interferes with the central nervous system. Exposure is primarily through contact with the liquid (skin and eyes) and secondarily through inhalation of the vapor. Three distinct symptoms associated with nerve agents are pinpoint pupils, an extreme headache, and severe tightness in the chest. Examples of nerve agents are sarin, Soman, tabun, and VX agent.
Nuclear Incident	An event in which a nuclear agent is used as a terrorist weapon. There are two fundamentally different threats in the area of nuclear terrorism: (1) the use, or threatened use, of a nuclear bomb; and (2) the detonation of a conventional explosive incorporating nuclear materials.
PPE	Personal protective equipment.
Plan of Action	A written document that consolidates all of the operational actions to be taken by various personnel in order to stabilize the incident.
Presidential Decision Directive 39 (PDD-39)	Issued in June 1995, PDD-39, <i>United States Policy on Counterterrorism</i> , directed a number of measures to reduce the Nation's vulnerability to terrorism, to deter and respond to terrorist acts, and to strengthen capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical weapons. Please see Appendix B for a copy of this document.

Radiological Dispersal Devices (RDD)	A conventional explosive incorporating nuclear materials.
Radiation	In this self-study program, refers to nuclear radiation, not radiation as a type of heat transfer. There are three types of nuclear radiation: (1) alpha, (2) beta, and (3) gamma. Radiation is the cause of one of the six types of harm (see TRACEM) that can be encountered at a terrorist incident.
Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288	Authorizes the Federal government to respond to disasters and emergencies in order to help State and local governments save lives, and to protect public health, safety, and property.
Shielding	One of the three components of TDS; refers to maintaining significant physical barriers between you and the hazard. Examples include vehicles, buildings, walls, and PPE.
Simple Asphyxiant	Generally, an inert gas that displaces the oxygen necessary for breathing, and dilutes the oxygen concentration below the level that is useful for the human body.
Sizeup	The rapid mental evaluation of the factors that influence an incident. Sizeup is the first step in determining a course of action.
Stafford Act	See Robert T. Stafford Disaster Relief and Emergency Assistance Act.
State EOP	The State EOP is the framework within which local EOPs are created and through which the Federal government becomes involved. The States play three roles: (1) they assist local jurisdictions whose capabilities are overwhelmed by an emergency; (2) they themselves respond first to certain emergencies; and (3) they work with the Federal government when Federal assistance is necessary.
Strategic Goals	Strategic goals are broad, general statements of intent.
TRACEM	The acronym used to identify the six types of harm one may encounter at a terrorist incident: T hermal, R adioactive, A sphyxiation, C hemical, E tiological, and M echanical.
Terrorism	As defined by the FBI, "the unlawful use of force against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in the furtherance of political or social objectives." This definition includes three elements: (1) Terrorist activities are illegal and involve the use of force. (2) The actions are intended to intimidate or coerce. (3) The actions are committed in support of political or social objectives.

EMERGENCY RESPONSE TO TERRORISM: SELF-STUDY

Terrorism Incident Annex	The annex to the FRP that describes the Federal concept of operations to implement PDD-39 when necessary to respond to terrorist incidents within the U.S. Please see Appendix A for a copy of the annex.
Thermal Harm	One of the six types of harm (see TRACEM) that can be encountered at a terrorist incident. Thermal harm is the result of exposure to the extremes of heat and cold.
Time	One of the three components of TDS; refers to the amount of time a responder should be exposed to an incident. It is recommended that one spend the shortest amount of time possible in the hazard area.
Time, Distance, and Shielding (TDS)	Three types of protective measures commonly associated with hazardous materials training.
Toxic Materials	A type of chemical that can cause chemical harm at an incident scene. They produce harmful effects depending on the concentration of the materials and the length of exposure to them. An individual can have chronic or acute exposures to toxic materials.
Toxins	Toxic substances of natural origin produced by an animal, plant, or microbe. They differ from chemical substances in that they are not manmade. Toxins may include botulism, ricin, and mycotoxins.
Vesicants	Chemical agents, also called blister agents, which cause severe burns to eyes, skin, and tissues of the respiratory tract. Also referred to as mustard agents, examples include mustard and lewisite.
Virus	The simplest type of microorganisms, lacking a system for their own metabolism. They depend on living cells to multiply and cannot live long outside of a host. Types of viruses are smallpox, Ebola, Marburg, and Lassa fever.

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