



Terrorism Incident Law Enforcement and Investigation Annex



Wisconsin Emergency Response Plan
Terrorism Incident Annex

Annex Approval and Implementation

Wisconsin Emergency Management has coordinated an update to this of the Wisconsin Emergency Response Plan. This annex will be reviewed in accordance with the timeline outlined Wisconsin Emergency Management Integrated Preparedness Plan (IPP). If needed, modifications to this annex will be coordinated with appropriate stakeholders and routed through the Adjutant General for approval.

DocuSigned by:

Greg Engle

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Greg Engle, Administrator

Wisconsin Emergency Management

Date: 7/31/2024 | 3:00 PM CDT

This incident annex is hereby adopted as written and supersedes all previous versions.

Signed by:

Brig Gen David May

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Interim Adjutant General of Wisconsin

Date: 8/6/2024 | 3:03 PM CDT



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Table 1-1: Coordinating and Supporting Agencies

Lead Coordinating Agency	Wisconsin Department of Justice (WI DOJ)
Wisconsin Governmental Support Agencies	Department of Administration (DOA) /Capitol Police Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Corrections (WI DOC) Department of Health Services (WI DHS) Department of Natural Resources (DNR) Department of Safety & Professional Services (DSPS) Department of Transportation (WisDOT) Public Service Commission (PSC) University of Wisconsin System Police Departments Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Military Affairs/Wisconsin National Guard (DMA/WING)
Support Entities	Southeastern Wisconsin Threat Analysis Center (STAC) Wisconsin Homeland Security Council (HSC) Wisconsin Joint Operations Center (JOC) Wisconsin Joint Terrorism Task Force (JTTF) Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC)
Non-Governmental Support Organizations	American Red Cross Salvation Army (SA) Wisconsin Voluntary Organizations Active in Disaster (WI VOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA) Federal Bureau of Investigation (FBI)

1. Introduction

An act of terrorism in the State of Wisconsin or the region, either foreign or domestic, may produce consequences that will quickly overwhelm the capabilities of local units of government or the state and present a unique set of circumstances not found in other disasters.

1.1. Purpose

This annex is to support an effective, systematic, timely, and coordinated response by state agencies, in particular, as well as law enforcement and criminal justice agencies, in terrorist incidents and threats.

This annex presents an overview of the terrorism-related hazards that could occur in the state. It provides an outline of the concept of operations that may be used and the assignment of responsibilities for a terrorism incident.



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1.2. Scope

This annex provides planning guidance and outlines operational concepts for the law enforcement and investigative response to a threatened or actual terrorism incident within the state. Specific capabilities unique to this annex are:

- 1.2.1. It acknowledges and outlines the unique nature of each threat or incident along with the capabilities and responsibilities of the various state agencies as well as the local and tribal units of government, primarily regarding the law enforcement and investigative activities.
- 1.2.2. A terrorism incident may occur at any time, with little or no warning, affecting single or multiple geographic areas and may result in mass casualties.
- 1.2.3. Response to a terrorism incident will have the following operational priorities:
 - 1.2.3.1. Protection of life
 - 1.2.3.2. Stabilization of the incident
 - 1.2.3.3. Security of critical infrastructure
 - 1.2.3.4. Restoration of property and the environment
- 1.2.4. Establish the necessary command and control organization involving all necessary agencies working under a unified command structure.
- 1.2.5. Responding to an act of terrorism requires an extraordinary level of coordination of the law enforcement response, criminal investigation, on-going security, emergency management, and technical expertise across all levels of government.
- 1.2.6. Intelligence information sharing and dissemination is to facilitate the distribution of relevant, actionable, timely information related to terrorism or other major criminal activities to the necessary parties. This is commonly done through the fusion centers in the state.
- 1.2.7. Recognize the indicators and warnings within the gathered data of potential trends, indications, or warnings of criminal or terrorist activities against U.S. citizens, government entities, and critical infrastructure.
- 1.2.8. Specialized resources may be required to deal with incidents involving weapons of mass destruction (WMD).

1.3. Policies

- 1.3.1. Wisconsin's Homeland Security Council (HSC), with the assistance of the fusion centers, develops goals and strategies for Wisconsin's protection. Implementation of these goals and strategies is accomplished through the local, state, tribal, and federal agencies in Wisconsin.



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- 1.3.2. Homeland Security Presidential Directive 5 (HSPD-5) gives the lead responsibility for criminal investigation of terrorist acts or threats to the U.S. attorney general. The attorney general has designated the Federal Bureau of Investigation (FBI) as the lead agency in the investigation of terrorist acts or threats.

2. Statements and Assumptions

This annex is informed and shaped by the statement and assumptions described in the WERP, CEMP, and the following:

2.1. Definitions

2.1.1. International Terrorism

Defined in Title 18 U.S.C., Chapter 113B, Section 2331 as activities that:

- 2.1.1.1. Involve violent acts or acts dangerous to human life that are a violation of the criminal laws of the United States or of any State, or that would be a criminal violation if committed within the jurisdiction of the United States or of any State;
- 2.1.1.2. Appear to be intended:
 - (1) To intimidate or coerce a civilian population;
 - (2) To influence the policy of a government by intimidation or coercion; or
 - (3) To affect the conduct of a government by mass destruction, assassination, or kidnapping; and
- 2.1.1.3. Occur primarily outside the territorial jurisdiction of the United States, or transcend national boundaries in terms of the means by which they are accomplished, the persons they appear intended to intimidate or coerce, or the locale in which their perpetrators operate or seek asylum.

2.1.2. Domestic Terrorism

Defined in Title 18 U.S.C., Chapter 113B, Section 2331 as activities that:

- 2.1.2.1. Involve acts dangerous to human life that are a violation of the criminal laws of the United States or of any State;
- 2.1.2.2. Appear to be intended:
 - (1) To intimidate or coerce a civilian population;
 - (2) To influence the policy of a government by intimidation or coercion; or
 - (3) To affect the conduct of a government by mass destruction, assassination, or kidnapping; and
- 2.1.2.3. Occur primarily within the territorial jurisdiction of the United States.



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2.1.3. Weapon of Mass Destruction

Defined in Title 18 U.S.C., Chapter 113B, Section 2332a as:

- 2.1.3.1. Any destructive device as defined in section 921 of this title (i.e. explosive devices);
- 2.1.3.2. Any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals, or their precursors;
- 2.1.3.3. Any weapon involving a biological agent, toxin, or vector; or
- 2.1.3.4. Any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

2.2. Response Assumptions

- 2.2.1. All communities are vulnerable to a threatened or actual terrorism incident which may:
 - 2.2.1.1. Occur at any time with little or no warning.
 - 2.2.1.2. Involve single or multiple geographic areas.
- 2.2.2. Law enforcement officials will evaluate all threats to determine the validity or credibility of the threat.
- 2.2.3. There may be issues involving the preservation of evidence and the possible contamination of victims.
- 2.2.4. Secondary or subsequent attacks are likely and must be considered by all responders as they may be targeted.
- 2.2.5. Terrorists may use diversionary tactics to draw first responders away from or slow the response to the main target.
- 2.2.6. Terrorism incidents may involve:
 - 2.2.6.1. Damage or disruption to computer and communications systems.
 - 2.2.6.2. Attacks to critical infrastructure and key resources (CIKR) facilities, utilities, and transportation systems that will limit the emergency response operations.
- 2.2.7. If the terrorism incident is a biological or WMD attack:
 - 2.2.7.1. The agent or device may be geographically dispersed without a defined incident site.
 - 2.2.7.2. The response will involve personnel with the appropriate personal protective equipment and specialized equipment.
 - 2.2.7.3. The agent used in the attack may be contagious or require quarantine by health officials.



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- 2.2.7.4. The symptoms from exposure to such an attack may not exhibit for some time.
- 2.2.8. The suspected or actual involvement of terrorists may complicate the incident management. The establishment of a traditional incident command system (ICS) and its components may not be feasible.

2.3. Large-scale Incident Considerations

Response to a large-scale terrorism incident may be further shaped by the following considerations. A large-scale terrorism incident may:

- 2.3.1. Require a significant state and federal response. It may take from 12 to 72 hours to deploy federal and other large-scale resources.
- 2.3.2. Necessitate federal assistance and the activation of the National Response Framework (NRF) by the president.
- 2.3.3. Require specialized medical treatment, transportation to distant medical facilities, or establishment of temporary medical facilities in the field. Injuries may be both physical and psychological.
- 2.3.4. Result in mass fatalities. Special mortuary arrangements may be necessary.

3. Concept of Operations

This section specifically addresses operational systems in place for a response to a threatened or actual terrorism incident requiring state support to one or more locations.

3.1. Mobilization Triggers

- 3.1.1. An imminent threat advisory is issued by U.S. DHS for Wisconsin or the immediate region.
- 3.1.2. A terrorism incident has occurred in the State of Wisconsin.
- 3.1.3. A terrorism incident of significance has occurred in a neighboring state or another area of the United States that may have the potential to impact the State of Wisconsin.

3.2. Response

- 3.2.1. The response to a terrorism incident will be guided by the general concept of response operations for state support to local jurisdictions and tribal nations as described in the WERP.
- 3.2.2. In a terrorism incident certain federal agencies will automatically deploy.
- 3.2.3. Local, state, tribal, and federal agencies will use established procedures for managing the incident.



3.3. Operations

- 3.3.1. The response operation will give consideration and be guided by the following:
- 3.3.1.1. Preserving life, health, and safety of victims and responders.
 - 3.3.1.2. Prevention of further injury or damage including providing accurate public information and crisis communications.
 - 3.3.1.3. Preventing the terrorism threat from being carried out or an existing terrorism incident from expanding.
 - 3.3.1.4. Law enforcement activities including, but not limited to:
 - (1) Crime scene management
 - (2) Incident investigation
 - (3) Collection and preservation of evidence
 - (4) Maintenance of public order
 - (5) Patrolling dangerous areas
 - (6) Guarding property
 - (7) Directing traffic
 - 3.3.1.5. Locating and rendering safe any WMD including their containment, recovery, and disposal.
 - 3.3.1.6. A large-scale rescue, fire suppression, and hazardous materials (Hazmat) response.
 - 3.3.1.7. Evacuation and any necessary sheltering along with the procurement and distribution of necessities for victims.
 - 3.3.1.8. Restoration and maintenance of essential community services (e.g. CIKR).
 - 3.3.1.9. Protection of the environment.

3.4. Situations

- 3.4.1. Incidents on state, tribal, and federal property will be coordinated between local, tribal, state, and federal agencies, as appropriate.
- 3.4.2. There are five categories of WMD incidents. These are: chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE) with injury coming from inhalation, absorption, ingestion, or injection of contaminants. The impact to the public is intensified by the inability to quickly identify or contain the effects of a biological or chemical agent.



3.5. Intelligence Management

An important and unique capability in this annex is the collection, analysis, archiving, and dissemination of intelligence related to a terrorist threat, special event, or incident.

- 3.5.1. Multidiscipline intelligence units will most likely need to be organized.
 - 3.5.1.1. This unit will disseminate information between the various operations centers and coordination groups.
 - 3.5.1.2. The unit is responsible to prepare briefings and reports concerning the status of the incident.
- 3.5.2. It is understood that intelligence received regarding terrorism may not be able to be released to all of the emergency management and response individuals involved in the incident.

3.6. Organization

- 3.6.1. The HSPD-5 which is the management of domestic incidents states, "The attorney general has lead responsibility for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States, or directed at U.S. citizens or institutions abroad...Generally acting through the Federal Bureau of Investigation, the attorney general, in cooperation with other federal departments and agencies engaged in activities to protect our national security, shall also coordinate the activities of the other members of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States."
- 3.6.2. WI DOJ is the lead coordinating agency for the State of Wisconsin in a terrorism incident and will establish a command structure in cooperation with the federal response agencies.
- 3.6.3. The federal command structures are found in the National Response Framework, Terrorism Incident Law Enforcement and Investigation Annex. They include:
 - 3.6.3.1. FBI command post
 - 3.6.3.2. Federal or FEMA joint operations center
 - 3.6.3.3. On-scene coordination and unified command

3.7. Consequence Management

- 3.7.1. There may be established a consequence management group from the joint operations center (JOC) that consists of representatives of agencies that will provide focused expertise in support of law enforcement agencies responsible for response and recovery efforts.



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- 3.7.2. It may be necessary to restrict the dissemination of some of the information due to the sensitivity, sources, and methods to obtain the information to certain emergency management and other agencies. Information will be released to those who have a "need to know."
- 3.7.3. Consequence management activities and those involved will participate in the incident command or SEOC operations.
- 3.7.4. A joint information center (JIC) will be staffed by the necessary agency representatives so that information that is collected, validated, and approved can be released to the public.

4. Agency Responsibilities

The WERP Basic Plan defines standardized tasks that constitute the response responsibilities of any agency that serves a role in emergency management. The following defines those responsibilities that are unique to terrorism incidents, and is intended to be used in conjunction with the common tasks outlined in the Basic Plan.

4.1. Local Role

Table 4-1: Local Unit of Government Functions

Agency	Functions
Local Units of Government	<p>Response</p> <ul style="list-style-type: none"> • Establish an ICS to manage the incident. • Responders from different emergency response organizations will be at the scene of a terrorism incident first and will have direct control of their own resources and response functions following on-scene IC. • Provide assistance to jurisdictions and region as may be appropriate in accordance with mutual aid agreements. • Coordinate with the SEOC for the activation and use of state and federal resources under mutual aid as may be appropriate. <p>Resources</p> <ul style="list-style-type: none"> • Local law enforcement agencies: comprised of county sheriff's, municipal, and tribal law enforcement agencies • Local law enforcement mutual aid agreements for resources • Local fire services: comprised of units serving single and multiple jurisdictions with mutual aid through MABAS system • County and regional hazmat response system • Bomb squads and SWAT teams <ul style="list-style-type: none"> ○ Bomb squads and SWAT teams exist in Wisconsin affiliated with local law enforcement agencies some of which operate through the Aligned Law Enforcement Response Team (ALERT) program. • K-9 Units available through some law enforcement agencies. • Assistance in SAR operations



4.2. Lead State Coordinating Agency – Wisconsin Department of Justice

Table 4-2: Lead Coordinating Agency Functions

Agency	Functions
<p>Wisconsin Department of Justice (Lead Agency)</p>	<p>Response Agency functions as found in ESFs 2, 3, 5, 10, and 13. Specifically:</p> <ul style="list-style-type: none"> • The Wisconsin Department of Justice (WI DOJ)/Division of Criminal Investigation (DCI) investigates crimes that are statewide in nature or importance. Agents work closely with local and federal officials to investigate and prosecute crimes involving homicide, arson, financial crimes, illegal gaming, computer crimes, drug trafficking, government corruption, and terrorism. • State crime labs and evidence technicians for response and technical assistance • The state designated primary intelligence fusion center, WSIC is owned and operated by the DCI. <ul style="list-style-type: none"> ○ Tasked as the primary intelligence and information gathering and sharing entity for the state in dealing with matters of national security, terrorism, crime, as well as natural, technological, and human-caused threats or disasters. ○ Works with integrated partners and the US DHS to coordinate the handling of national security information for briefings to the governor, attorney general, adjutant general (homeland security advisor), and other key officials. ○ Coordinates the deployment of the mobile support unit (MSU), to support local, tribal, and state operations at major incidents, crime scenes, as well as natural, technological, and human-caused disasters. • Gather evidence, intelligence, information, and assist with the investigation of crime scenes, as needed. • Provide major case support in the form of telephone and recorded call analysis, computer analysis, and installation of sophisticated electronic devices used in criminal investigations. • Provide staff for the JIC and field operations as requested. • Provide legal resources to establish quarantine authority, if necessary. <p>Resources</p> <ul style="list-style-type: none"> • Coordination between WSIC, STAC, and JTTF • DCI investigative personnel and staff to assist in investigative matters. • Crime lab and field response team: provides technical support and services for the inspection of evidence recovered during a criminal investigation. • DCI tactical response team • State fire marshals if required • Wisconsin TIME System: provides communications and support to law enforcement personnel. • Assistant Attorneys General: provide support to district attorneys, county corporation counsel, and related legal issues. • Criminal analysts to assist investigators, managers, and command staff on scene or remotely with information and intelligence analysis and dissemination. • MSU to support local and state operations at major incidents, crime scenes, as well as natural, technological, and human-caused disasters.



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Agency	Functions
	<ul style="list-style-type: none"> • Wisconsin Crime Alert Network • Threat/fusion officers relationship with nearly 800 trained “first preventers” throughout the state

4.3. Wisconsin Governmental Support Agencies

The WERP Basic Plan outlines other state agency responsibilities. Each agency has the responsibility of implementing their individual agency plan and standard operating procedures.

The following state agencies have a specific role and responsibility in a terrorism incident. This listing also identifies some of the WMD resources available through the agency. However, the level and extent of the response may depend upon a declaration of a state of emergency by the governor.

Table 4-3: State Government Support Agencies Functions

Agency	Functions
Department of Administration	<p>Response</p> <p>Agency functions as found in ESFs 1, 2, 3, 5, 6, 7, 12, 13, and 14. Specifically:</p> <ul style="list-style-type: none"> • Provide assistance with business continuity. • Provide relocation assistance of state agencies and functions as required. • Coordinate the funding of state agency assets as needed. • Provide or assist in obtaining needed products and services from surplus property, state contracted vendors, or other outside vendors for emergency equipment and supplies. • Provide assistance with relocation of state agencies and functions as may be needed. • Provide support for Strategic National Stockpile (SNS) activities. <ul style="list-style-type: none"> ○ Negotiate contracts with carriers (e.g. FedEx, UPS, U.S. Postal Service) for trucks to move SNS materials from the receipt, store, and stage remote storage site (RSS) warehouse to distribution and dispensing sites. ○ Provide back-up vehicles (i.e. trucks) from the Wisconsin Office of Fleet Management to transport SNS materials from the RSS warehouse to the distribution and dispensing site(s). • Identify office space and assist in relocating state agencies and operations, as may be necessary depending upon the type of incident. <p>Response: Capitol Police</p> <ul style="list-style-type: none"> • Provide security at state capitol along with state buildings and facilities. • Assist local law enforcement • Assist with dignitary protection <p>Resources</p> <ul style="list-style-type: none"> • Provide Capitol Police staff to support law enforcement functions, if available. • Maintain a listing of available government owned or lease space. • Provide various state transportation resources. • Listing of vendors for goods and services that are available in emergencies. • Staff of architect and engineers to assist in damage assessment.



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<p>Department of Agriculture, Trade and Consumer Protection</p>	<p>Response Agency functions as found in ESFs 2, 5, 6, 7, 8, 10, 11, 12, 13, 14, and 15. Specifically:</p> <ul style="list-style-type: none"> • Provide laboratory support of analysis of cultures, specimens, or other materials that could support evidence of a terrorist incident. • Provide a liaison to the U.S. Department of Agriculture (USDA) on related animal or human diseases and food or water supply contamination caused by a terrorist incident. • Conduct field investigations and lab assessments on animal disease outbreaks including those that could be transmitted to humans. • Provide inspectors for sampling and testing in the event of suspect food and water supply contamination. • Place embargoes or holds on food products that may be contaminated including recalling suspect food items from distributors. • Activate a toxic response team to evaluate agriculture chemical spills or evaluate unknown chemical contamination. • Place animal quarantines on contaminated or affected livestock, if necessary. • Assist in the inspection of flammable combustible storage tanks. <p>Resources</p> <ul style="list-style-type: none"> • Food Safety, Toxic Spill Response, and Foreign and Domestic Animal Disease Response Teams • WI Veterinary Diagnostic Laboratory (Foreign and Domestic Animal Disease Response) • WI DATCP Bureau of Laboratory Services (BLS) to provide assistance with biological and chemical testing within the laboratory's scope. • Consumer protection hotline
<p>Department of Corrections</p>	<p>Response Agency functions as found in ESF 13. Specifically:</p> <ul style="list-style-type: none"> • Select, transport, and supervise an inmate work detail to assist with clean up, as requested. • Receive notifications from WEM of the potential threat and implement proper safety and security procedures. • Activate the Wisconsin Correctional Institution Disturbance Plans as needed. • Possible relocation of inmates within the affected area(s). <p>Resources</p> <ul style="list-style-type: none"> • Supervisory personnel available to assist in monitoring inmates assisting with cleanup. • Trained corrections staff that may be able to supplement some law enforcement functions.



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<p>Department of Health Services</p>	<p>Response Agency functions as found in ESFs 2, 5, 6, 7, 8, 10, 11, 12, 13, 14, and 15. Specifically:</p> <ul style="list-style-type: none"> • Provide resources and technical expertise to assist local public health and medical personnel conduct activities related to investigating deaths or illnesses that are unexplained, unusual, known, or suspected of involving nuclear, biological, or chemical (NBC) agents. • Assist agencies and jurisdictions with unknown substances involving packages/letters according to protocol of the Division of Public Health and the WI State Laboratory of Hygiene. (see ESF-10 Attachment 3, “Unknown Substance/Package/Letter dated October 2019. Coordinate notification, investigation, assessment, and response activities with the U.S. Department of Health and Human Services (HHS), the Public Health Service, the Centers for Disease Control and Prevention (CDC) and other federal agencies, as necessary. • Assist local public health and medical personnel with developing and providing technical and risk assessment information for public dissemination on the NBC agent(s) involved. • Provide state assistance and resources for emergency medical and mass care services. • Provide technical assistance regarding decontamination activities. Request the activation of the National Disaster Medical System (NMDS) as needed. <ul style="list-style-type: none"> ○ Assist with the acquisition of medical countermeasures and the associated activities surrounding mass prophylaxis. Request resources from the SNS Program as necessary. Refer to the State of Wisconsin Strategic National Stockpile Plan held with WI DHS Individual Agency Plans. SNS can be delivered to Wisconsin within 12 hours of an approved request. ○ Request SNS activation by local officials by contacting WEM and WI DHS. The governor will be notified if the problem appears serious enough to require activation of the SNS. The governor will formally request the SNS from the CDC or include the request as part of a formal request for federal assistance through the NRF. ○ Operation of SNS will be in accordance with procedures listed in the State SNS Plan. • Assist with tracking the number of casualties and fatalities. • Coordinate behavioral health counselors through Wisconsin Emergency Assistance Volunteer Registry WEA VR. • Assist in the deployment of volunteers if activated. • Assist local agencies with the coordination and provision of emergency human services (e.g. crisis counseling, sheltering, special needs, congregate care, feeding, and welfare inquiries.). <p>Resources</p> <ul style="list-style-type: none"> • Staff available on a 24-hour basis for investigating, assessing, and providing technical advice and assistance for incidents known or suspected of involving Nuclear, Biological, or Chemical (NBC) agent(s) or to assist with the provision of emergency human services. • Coordinate with State Laboratory of Hygiene to provide analysis services. (See University of Wisconsin – Madison, Wisconsin State Laboratory of Hygiene).



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Agency	Functions
	<ul style="list-style-type: none"> • Staff or listing of trained victim counselors.
Department of Natural Resources	<p>Response Agency functions as found in ESFs 2, 3, 4, 5, 7, 8, 9, 10, 11, 12, 13, 14, and 15. Specifically:</p> <ul style="list-style-type: none"> • Assist with determining priorities for initial response to terrorism incidents that involve WMD. • Provide technical advice to first responders and emergency management personnel. • Air, water, and waste treatment monitoring. • Participate on the federal regional response team (RRT) for hazardous substance response and CBRNE. • Assist with the assessment and coordination of debris and waste disposal. • Activate additional resources as needed. • Provide air and water monitoring as well as soil sampling. • Provide support to local law enforcement as requested: • Security at public sites by request of executive order or assist at request of local law enforcement (e.g. shelters, hospitals, temporary morgue, JIC) <p>Resources</p> <ul style="list-style-type: none"> • Wardens and certified law enforcement officers • Spill coordinators • Dam safety specialists • Air and water quality operators • Fire specialists • Specialized vehicles and equipment • Emergency response and IMT teams
Department of Safety & Professional Services	<p>Response Agency functions as found in ESFs 3, 6, and 12. Specifically:</p> <ul style="list-style-type: none"> • Assist in the inspection of buildings and waste treatment systems. • Assist in the restoration of buildings and wastewater treatment systems. • Assist in identifying licensed contractors to provide repair and construction services as well as expediting their credentialing. • Assist in expediting building plan review and inspections during the recovery phase. • Provide engineering expertise to inspect public structures and infrastructure for safety. • Collect and report damage assessment as appropriate. <p>Resources</p> <ul style="list-style-type: none"> • Staff for inspections of damaged buildings and other related structures • Staff for plan review and other related activities



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<p>Department of Transportation</p>	<p>Response Agency functions as found in ESFs 1, 2, 3, 5, 7, 9, 10, 11, 12, 13, 14, and 15. Specifically:</p> <ul style="list-style-type: none"> • Provide evacuation routes and control points in addition to re-routing traffic as the incident progresses. • Perform damage assessment of highways and bridges. • Assist in debris removal from main roadways for the critical movement of response personnel. <hr/> <p>Resources</p> <ul style="list-style-type: none"> • Information and support to the SEOC from the Wisconsin Department of Transportation (WisDOT)/Traffic Management Center (TMC), staffed 24/7/365 • Freeway Service Teams (FST). • Engineering services for highways, streets, bridges, and other components to assist in the movement of traffic • Specialized equipment such as front-end loaders, backhoes, and traffic control devices • Monitoring <ul style="list-style-type: none"> ○ Closed-circuit television cameras (CCTV) ○ Roadway detectors and congestion maps ○ Road weather information systems • Traffic flow management <ul style="list-style-type: none"> ○ Ramp control, meters, and gates ○ Traffic signal systems • Traffic information systems/programs <ul style="list-style-type: none"> ○ 511 ○ Twitter ○ Traffic incident alerts (TIAs) ○ Dynamic message signs (DMS) ○ Portable changeable message signs (PCMS) ○ Highway advisory radio (HAR)
<p>Public Service Commission</p>	<p>Response Agency functions as found in ESFs 3, 12, and 14. Specifically:</p> <ul style="list-style-type: none"> • Liaison with energy suppliers to assist in restoring services as soon as possible. • Liaison with tele-communications providers to provide emergency communications and restore services. • Liaison with water and sewer system utilities along with other state agencies in the restoration of these utilities. • Assist utilities with: <ul style="list-style-type: none"> ○ Determining the extent of the damages and outages ○ Restoration of services • Collect/report damage assessment as appropriate. <hr/> <p>Resources</p> <ul style="list-style-type: none"> • Staff to assist in the liaison between the utility companies and the SEOC • Staff with specialized knowledge in power or energy, or both systems



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Agency	Functions
University of Wisconsin & System Police Departments	<p>Response</p> <ul style="list-style-type: none"> • Agency functions as found in ESF 13. Specifically: • Provides complete laboratory services for appropriate state agencies and local health departments in the areas of water quality, air quality, public health, and contagious disease • Performs laboratory tests and consultations with health officers and local agencies to prevent and control diseases and environmental hazards • Provide coordination with other state laboratories as appropriate. • Provide law enforcement support as needed. <p>Resources</p> <ul style="list-style-type: none"> • Wisconsin State Laboratory of Hygiene • University System certified police officers and security staff
Department of Military Affairs: Wisconsin Emergency Management	<p>Response</p> <p>Agency functions as found in the WERP, ESFs, and related annexes. Specifically:</p> <ul style="list-style-type: none"> • Coordinate and support the mission of prevention, protection, mitigation, response, and recovery in such an incident to local jurisdictions and tribal governments. • Operation of the SEOC. • Coordinate the response of state agencies, federal assistance, and Voluntary Organizations Active in Disaster (VOAD). • Coordinate the federal and state assistance to local governments. Provide crisis communications, damage assessment reporting, and emergency police services (EPS) (including the WEM mobile command post.) • Receive information regarding a potential or actual terrorist threat or incident, including those involving WMD, through the WEM duty officer (DO). • Advise the HSC, the governor, state legislature, state agencies, local, and tribal units of government, as may be appropriate, of the nature, magnitude, and impacts of the terrorism incident. • Provide or assist in obtaining needed products and services from state contracted vendors or other outside vendors for emergency equipment and supplies. • Request and administer federal assistance as appropriate. • Provide support for SNS activities. <ul style="list-style-type: none"> ○ In coordination with WI DHS, assist the governor when requesting assets from the SNS. ○ Through the EPS deputy director, provide the security function lead for SNS. ○ Through the EPS, provide back-up security for RSS warehouse. ○ Coordinate with the WING, WisDOT/Wisconsin State Patrol (WSP) and local law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation (e.g. helicopters, trains) as resources allow. • Provide support to local law enforcement through EPS. • Ensure that prisons and jails are notified of the potential threat and determine whether proper safety and security procedures are being taken using EPS procedures. • Request activation of Search and Rescue (SAR) teams as needed. • Collect and evaluate disaster assessment information. • Provide assistance with business continuity.



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Agency	Functions
	<p>Resources</p> <ul style="list-style-type: none"> • SEOC. The SEOC is the primary location for coordinating the state’s emergency response and recovery activities. • EPS coordinates the deployment of the mobile command center and hand-held radios that augment county, tribal, or municipal communications capabilities in an emergency/ disaster situation. • Wisconsin Hazardous Materials Response System • Inter-state mutual aid system <ul style="list-style-type: none"> ○ The Emergency Management Assistance Compact (EMAC) is an interstate mutual aid agreement that allows states to assist one another in responding to all kinds of natural and man-made disasters. ○ All states, the District of Columbia, and three territories participate in the EMAC System. • Secure Video Teleconference System (SVTS) • An Integrated System Digital Network (ISDN) phone line that uses signal encryption to provide a secure system for the delivery of sensitive information.
<p>Department of Military Affairs: Wisconsin National Guard</p>	<p>Response</p> <p>Agency functions as found in all 15 ESFs. Specifically:</p> <ul style="list-style-type: none"> • Liaison with other military support units providing specialized services according to each unit’s capabilities. • Upon approved Request For Assistance, provide the following support to civil authorities: <ul style="list-style-type: none"> ○ Traffic Control Strike Team(s) (support to law enforcement); traffic control, road blocks and check points ○ Manpower Support (support to law enforcement); quarantine reinforcement, scene containment, crime scene integrity, site security (security at incident command site(s) (e.g. EOC, command post, disaster site, jail, shelters, hospitals, temporary morgue, joint information center), and presence patrols. • Coordinate the request for a full time civil support team (CST) from a neighboring state through the EMAC system. <ul style="list-style-type: none"> • “Provide support for SNS activities: <ul style="list-style-type: none"> ○ Through the military support officer for the Wisconsin Department of Military Affairs (DMA), serve as the lead person for arranging use of WING assets in an incident involving SNS assets. ○ Serve as the primary designee for airport and RSS warehouse security. ○ Provide Transportation Support to transport SNS materials from the RSS warehouse to the distribution and dispensing site(s). ○ Work with WEM EPS, WSP, and local law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation by providing Transportation Support (air and ground). • Provide limited public information, transportation, and medical personnel. • Assist with the coordination and facilitation of state and federal military assets.



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Agency	Functions
	<p>Resources</p> <ul style="list-style-type: none"> • The 115th Fighter Wing (115th FW), WING, maintains a military ordnance disposal team at its base in Madison. In the event of an incident involving military explosives, the 115th FW Explosive Operational Device (EOD) team may respond. Requests for the 115th FW EOD team are made through the WEM DO. • Provides numerous support services referred to as specialized units and Mission Ready Packages as listed in the various ESFs and WING Domestic Operations and Civil Support resource guide.
<p>Department of Transportation: Wisconsin State Patrol</p>	<p>Response</p> <p>Agency functions as found in ESFs 10, 12, and 13. Specifically:</p> <ul style="list-style-type: none"> • Provide staff for traffic control and law enforcement support activities. • Coordinate traffic evacuation routes with WisDOT. • Assist with SAR. • Provide requested support to local law enforcement for: <ul style="list-style-type: none"> ○ Crowd and traffic control ○ Scene containment ○ Quarantine enforcement ○ Crime scene integrity ○ Security at incident command sites (e.g. EOC, command post, disaster site, jail) ○ Security at public sites (e.g. shelters, hospitals, temporary morgue, joint information center) • Provide information, assistance, and notification support. • Provide security for the transportation of cultures, laboratory specimens, or other materials that could support evidence of a terrorism incident. • Provide escort to SNS trucks from the RSS to points of dispensing. • Work with WEM EPS, WING, Federal Highway Administration, and local and tribal law enforcement to plan for route selection, security, traffic control, and other pertinent issues. Explore alternate means of transportation (e.g. helicopters, trains), as resources allow. • Assist in dignitary protection. <p>Resources</p> <ul style="list-style-type: none"> • State troopers and truck inspectors • Aerial support

4.4. Federal Role

The law enforcement and investigative response to a terrorist threat or incident within the United States is a highly coordinated, multiagency State, local, tribal, and Federal responsibility. The Federal Interagency Operations Plan (FIOP), Terrorism Incident Law Enforcement and Investigation Annex lays out the structure necessary for a systematic, coordinated, unified, timely, and effective national law enforcement and investigative response to threats or acts of terrorism within the United States. .

4.4.1. Roles



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The activation and extent of involvement of these agencies is dependent upon the specific situation and various other factors including whether or not local and state resources have been exhausted, state emergency declaration(s), federal declaration(s), etc. Federal agencies will continue supporting local efforts as necessary during the recovery phase of the incident.

4.4.2. Lead Federal Agencies

Table 4-4: Federal Agencies Functions

Agency	Functions
U.S. Department of Justice (Coordinating Agency)	Response: US Attorney General <ul style="list-style-type: none">• The US Attorney General has overall lead responsibility for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States, or directed at United States citizens.¹• Generally acting through the Federal Bureau of Investigation, the Attorney General, in cooperation with other Federal departments and agencies engaged in activities to protect our national security.
U.S. Department of Justice (Criminal Investigation)	Response: Federal Bureau of Investigation (FBI) <ul style="list-style-type: none">• The FBI is the lead agency for criminal investigation of terrorist acts or terrorist threats and intelligence collection activities within the United States.¹• Briefs the U.S. attorney general, who notifies the president and the National Security Council groups that a federal crisis management response is required.• Activates multi-agency crisis management structures at the FBI headquarters, the FBI field office, and the incident scene.• The FBI Joint Operations Center will be composed of four main groups: Command Group, Operations Group, Operations Support Group, and the Consequence Management Group. Resources: FBI <ul style="list-style-type: none">• Domestic Emergency Support Team (DEST): As the lead federal agency for crisis management, the FBI manages the crisis, bringing the necessary assets to respond and resolve the threat. These activities operate within a unified command structure.<ul style="list-style-type: none">○ During an incident, the FBI Critical Incident Response Group will coordinate the composition of the DEST.• The WMD Operations Unit will coordinate all incidents where WMD is used.

¹ Homeland Security Presidential Directive/HSPD-5 (February 28, 2003)



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U.S. Department of Homeland Security (Consequence Management)	Response: Federal Emergency Management Agency (FEMA) <ul style="list-style-type: none"> • The Federal Emergency Management Agency (FEMA) is the lead Federal Agency for consequence management in concert with actions of the other partners.² • Activates multi-agency crisis management structures at the FBI headquarters, the FBI field office, and the incident scene. • Promote the effective response by federal agencies at the national level and at the scene of the accident. Keep the president informed of all aspects of an emergency not covered by the lead federal agency reports. • Respond to natural, technological, and human-caused disasters to locate and rescue victims of structural collapse. • Provide mobile telecommunications, operational support and life support, and power generation assets for the on-site management of disaster and all-hazard activities.
	Resources: FEMA <ul style="list-style-type: none"> • Mobile Emergency Response Support (MERS) communications assets. • 28 Urban Search and Rescue (USAR) Teams • Nuclear Emergency Search Team (NEST) provides specialized technical expertise to federal response agencies involved with radiological incidents.

4.4.3. Supporting Federal Agencies

Department of Defense	Response <ul style="list-style-type: none"> • Upon activation, provide resources for the incident to state and local units of government, as appropriate.
	Resources <ul style="list-style-type: none"> • Regional WMD Civil Support Team (CST): Regional full-time, fully equipped teams are the 55th Civil Support Team located in St. Paul, MN and the 5th Civil Support Team in Bartonville, IL. • Military Support to Civilian Agencies (MSCA): Provide active duty military support to supplement the efforts of civilian agencies after the state, local, and private resources are exhausted or deemed totally inadequate for the situation.
Department of Health & Human Services	Response <ul style="list-style-type: none"> • Upon activation, provide resources for the incident to state and local governments, as appropriate. Response: Center for Disease Control and Prevention (CDC) <ul style="list-style-type: none"> • Establish guidelines and procedures for safe response, evidentiary collection, exposure assessment, and laboratory involvement for sample analysis and the determination of threat validity. • Upon request from WI DHS, medically assess and evaluate people with potential exposure to determine if post-exposure treatment is warranted.

² Presidential Policy Directive/PPD-44 (November 7, 2016)



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	<p>Resources: CDC Public Health Surveillance Program</p> <ul style="list-style-type: none"> Assist state and local planning and preparedness efforts to enhance outbreak detection and reporting and to improve laboratory and epidemiological capacity at the local, tribal, state, and CDC levels. <p>Resources: Assistant Secretary for Preparedness and Response</p> <ul style="list-style-type: none"> National Medical Response Teams (NDMS) is the first component of the NDMS medical response. This includes personnel, teams and individuals, supplies, and equipment. The NDMS Response Teams can include: <ul style="list-style-type: none"> Disaster Medical Assistance Teams (DMATs). These teams can be deployed in 12 hours or less and are self-sufficient for at least 72 hours. Disaster Mortuary Teams (DMORTs). DMORTs assist with the identification of bodies and all other aspects of mortuary services. Veterinary Medical Assistance Teams (VMAT) <ul style="list-style-type: none"> Strategic National Stockpile (SNS) Program Provides pre-packaged response supplies and antibiotics that are flown into the site of an incident. The intent of SNS is to ensure the availability of life-saving pharmaceuticals, vaccines, antidotes and other medical supplies and equipment for prompt delivery to the site of a biological or chemical incident anywhere in the United States. Strategic National Stockpile (SNS) Program Provides pre-packaged response supplies and antibiotics that are flown into the site of an incident. The intent of SNS is to ensure the availability of life-saving pharmaceuticals, vaccines, antidotes and other medical supplies and equipment for prompt delivery to the site of a biological or chemical incident anywhere in the United States.
<p>Department of Energy</p>	<p>Response</p> <ul style="list-style-type: none"> Upon activation, provide resources as appropriate for the incident to state, tribal, and local governments. <p>Resources</p> <ul style="list-style-type: none"> Radiological Assistance Program (RAP): Provides resources and expertise to agencies that respond to incidents involving radioactive materials. There are eight RAP regions and each region has one or more response teams. If the incident involves DOE-owned material, the RAP team will automatically respond or can be requested for general assistance for non-DOE owned materials.
<p>Environmental Protection Agency</p>	<p>Response</p> <ul style="list-style-type: none"> Coordinate all federal containment, removal and disposal efforts and resources during an incident using the National Oil and Hazardous Substances Pollution Contingency Plan (NCP). <p>Resources</p> <ul style="list-style-type: none"> Chemical Emergency Response Team: Provides special decontamination equipment for chemical releases and advises the on-scene coordinator (OSC) in hazard evaluation, risk assessment, multimedia sampling and analysis, and on-site safety.
<p>U.S. Postal Inspection Service</p>	<p>Response</p> <ul style="list-style-type: none"> Investigate threats or acts of terrorism related to the use of the U.S. Postal Service, destruction of postal property, or threats or acts of violence against postal employees.



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	Resources <ul style="list-style-type: none"> Postal investigators
General Services Administration: Federal Protective Services	Response <ul style="list-style-type: none"> Complete risk analysis and assess the security needs of federal buildings.
	Resources <ul style="list-style-type: none"> Officers for armed security protection

Other federal agencies – upon activation, provide resources as appropriate for the incident to state and local governments. See the National Response Framework for details.

4.4.4. References

- Response Federal Interagency Operations Plan, Second Edition, August 2016
 - Terrorism Incident Law Enforcement and Investigation Annex, December 2004
- Homeland Security Presidential Directive/HSPD-5, February 2003
- Presidential Policy Directive/PPD-44, November 2016

4.5. Non-Governmental Support Organizations

Table 4-5: Non-Governmental Support Organizations Functions

Agency	Functions
American Red Cross	Response Agency functions as found in ESFs 6, 7, 8, 11, and 14. The American Red Cross has developed a WMD/Terrorism (WMD/T) Annex that provides guidance for state and local chapters to respond to terrorism incidents. This annex details the American Red Cross response and recovery activities. Specifically: <ul style="list-style-type: none"> • Congregate care (e.g. temporary shelter, food, clothing, etc.) • Long-term support for first responders • Crisis counseling • Volunteer management • Service for access and functional needs populations (with the exception of access and functional needs sheltering)
	Resources <ul style="list-style-type: none"> • Support disaster relief operations by providing shelter, food, health and mental services, and emergency supplies to those affected.
Salvation Army	Response Agency functions as found in ESFs 6 and 14. Specifically: <ul style="list-style-type: none"> • Assistance in providing necessities to survivors and relief workers. • Provide distribution services or be a center for receiving and distributing donated items. • Food • Emotional and spiritual care
	Resources <ul style="list-style-type: none"> • Mobile feeding units • Basic needs supplies for survivors



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Agency	Functions
Wisconsin Voluntary Organizations Active in Disaster	Response Agency functions as found in ESFs 6 and 14. Specifically: <ul style="list-style-type: none">• Coordination of disaster volunteer services.• Assist in long-term recovery efforts, working in partnership with the American Red Cross and the Salvation Army.
	Resources See ESF 6, Attachment 3. Specifically: <ul style="list-style-type: none">• Debris removal, sheltering services, water/food, and basic needs

Depending upon the nature and scale of the incident, there may be the need for additional assistance and resources. Information on other supporting agencies along with their related response and resources can be found in the Catastrophic Incident Annex of the WERP.

5. Supporting Documents

5.1. Attachments

- 5.1.1. Threat Characteristics
- 5.1.2. Terrorist Incident Response Checklist

5.2. Wisconsin Division of Public Health handouts;

- 5.2.1. Wisconsin State Level Unknown Substance Response Protocol (ESF-10 Attachment 1)
- 5.2.2. Federal National Response Framework (NRF), Terrorism Incident Law Enforcement and Investigation Annex
- 5.2.3. Wisconsin National Guard, Domestic Operations & Civil Support Resource Guide



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Table 5-1: Record of Change

#	Date	Agency/Individual	Change
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			



Attachment 1

Threat Characteristics

Threat Characteristics



Wisconsin Emergency Response Plan
Threat Characteristics

**Terrorism
Attachment 1**

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1. Radiological Incident

1.1. Overview

A radiological incident, in the context of terrorism, can be described as the intentional release of radioactive material in sufficient quantity to constitute a threat to public health and safety. A radiological incident could involve airborne radioactive material or radioactive contamination of the environment, or both. The degree and area of a radiological incident could vary greatly depending on the type and amount of the release as well as current and future weather conditions. Response to a radiological incident requires specialized personnel who have been properly trained and equipped.

A radiological incident would likely result in massive social and economic disruptions in the affected areas. Access to and from an affected areas would need to be appropriately managed. Those individuals that received a high dose of radiation would require transportation, hospitalization, and lengthy supportive care. The number of fatalities would likely be low. However, special arrangements would be needed to handle and transport contaminated bodies. A decontamination of the affected area would be required. The cascading effects associated with a radiological release could cause major disruptions in transportation and other services nationwide.

Social and economic disruptions would be more widespread if a radiological incident was located in a densely populated area or if radioactive material is carried downwind or downstream, or both, to a densely populated area. A radiological incident affecting a densely populated area would quickly exceed local, state, and regional response capabilities. The rapid deployment of national assets such as Hazardous Material Teams, Emergency Medical Teams, and National Guard Weapons of Mass Destruction (WMD) Civil Support Team (CST) would be critical to response.

1.2. General Indicators

Radiation cannot be detected by the human senses, only by radiation detection instruments. However, radiological exposure can result in observable effects such as radiation sickness or death. The severity of the exposure effects depend on the amount of radiation dose. Acute radiation sickness occurs when an individual is exposed to a large amount of radiation within a short period.

1.2.1 Symptoms of acute radiation sickness include:

- 1.2.1.1. Changes in blood cells and blood vessels
- 1.2.1.2. Skin irritation (similar to sunburn but lasting three weeks)
- 1.2.1.3. Gastrointestinal system effects
- 1.2.1.4. Nausea and vomiting
- 1.2.1.5. Diarrhea



- 1.2.1.6. High fever
 - 1.2.1.7. Hair loss
 - 1.2.1.8. Dermal burns
 - 1.2.1.9. Severe injury to internal organs
 - 1.2.1.10. Long-term physiological effects
 - 1.2.1.11. Symptoms may appear shortly after exposure, then disappear for a few days, and reappear in a much more serious form in a week or so.
- 1.2.2 Later symptoms may include:
- 1.2.2.1. Malaise, fatigue, and drowsiness
 - 1.2.2.2. Weight loss
 - 1.2.2.3. Fever
 - 1.2.2.4. Abdominal pain
 - 1.2.2.5. Insomnia and restlessness
 - 1.2.2.6. Blisters
 - 1.2.2.7. Large acute exposuers can also cause long-term delayed effects such as cancer.
- 1.2.3 Chronic exposure is continuous or repetitive exposure, such as occurs from natural background radiation.

1.3. Types of Radiation

- 1.3.1 Alpha radiation
- 1.3.1.1. Alpha particles are the heaviest and most highly-charged of the nuclear radiations.
 - 1.3.1.2. Alpha particles cannot travel more than a few inches in air and are completely stopped by an ordinary sheet of paper.
 - 1.3.1.3. Exposure to alpha radiation outside the body is not a serious hazard.
 - 1.3.1.4. If ingested through eating, drinking, or breathing contaminated materials, they can become an internal hazard, causing damage to internal organs.
- 1.3.2 Beta radiation
- 1.3.2.1. Beta particles are smaller and travel much faster than alpha particles.
 - 1.3.2.2. Exposure to beta particles from outside the body is normally thought of as a slight hazard.
 - 1.3.2.3. If the skin is exposed to large amounts of beta radiation for long periods, skin burns may result.
 - 1.3.2.4. If removed from the skin shortly after exposure, beta-emitting materials will not cause serious burns.
 - 1.3.2.5. Like alpha particles, beta particles may damage internal organs if ingested.



- 1.3.2.6. Beta-emitting contamination also can enter the body through unprotected open wounds or the lens of the eye.
- 1.3.3 Gamma radiation
 - 1.3.3.1. Gamma rays are a type of electromagnetic radiation transmitted through space in the form of waves that travel at the speed of light.
 - 1.3.3.2. Gamma rays are pure energy and therefore are the most penetrating type of radiation.
 - 1.3.3.3. They can travel great distances and can penetrate most materials.
 - 1.3.3.4. This creates a problem for humans, because gamma rays can attack all tissues and organs.
 - 1.3.3.5. Large acute exposures to gamma radiation (approximately 100 rem) cause very distinctive, short-term symptoms.

1.4. Methods of Delivery

1.4.1 Improvised Nuclear Device (IND)

An IND is a crude, yield-producing nuclear weapon fabricated from diverted fissile material¹. Another definition is an illicit nuclear weapon bought, stolen, or otherwise originating from a nuclear State, or a weapon fabricated by a terrorist group from illegally obtained fissile nuclear weapons material that produces a nuclear explosion².

1.4.1.1. Suitcase bomb

It is possible to create a nuclear bomb small enough to be transported by one person using small amounts of nuclear material such as enriched uranium. Russia allegedly has an arsenal of suitcase-size nuclear bombs that could deliver a one-kiloton explosion capable of killing 100,000 people. As many as 84 such bombs were reported missing from Russia's arsenal in 1997. It is conceivable that a suitcase-size bomb could be brought into the U.S. hidden inside containerized imported cargo.

1.4.1.2. Attaché case bomb

Even smaller and lighter weight, atomic bombs the size of an attaché case were built by the United States in the 1970s and it is possible that they have also been produced in other countries. Bombs of this size would be easier to smuggle into the country.

¹ *Protective Action Guides and Planning Guidance for Radiological Incidents, EPA, Jan 2017.*

² *Planning Guidance for Protection and Recovery Following Radiological Dispersal Device (RDD) and Improvised Nuclear Device (IND) Incidents, FEMA, Federal Register 73, no. 149 (August 1, 2008).*



1.4.2 Radiological Dispersal Device (RDD)

A RDD is a device or mechanism that is intended to spread radioactive material from the detonation of conventional explosives or other means³. Another definition is a device that poses a threat to public health and safety through the malicious spread of radioactive material by some means of dispersion. The mode of dispersal typically conceived as an RDD is an explosive device coupled with radioactive material⁴

2. Biological Incident

2.1. Overview

A biological incident, in the context of terrorism, can be described as the use of a biological toxin or infectious agent (e.g., bacteria, viruses, fungi) with the intention to threaten public health and safety. Incidents that focus on animal, plant, or food health and safety are specifically addressed in Section 7 Agroterrorism. The nature of a biological incident will vary based on the toxin or agent that is used, the method of delivery, and the manner of exposure.

A biological incident has the potential to expand beyond the initial point of attack through contagion or movement of the toxin or agent. A biological incident spread through contagion may be indistinguishable from a naturally occurring outbreak (e.g., seasonal influenza). It is possible that several days could pass before public health and medical authorities suspect that a biological incident may be the cause.

The time it takes for symptoms to appear after exposure can vary from almost immediate to days or weeks. The effects of exposure to a biological incident can range from somewhat debilitating to lethal. These differences have important implications that affect response planning including: treatment of mass casualties, appropriate treatment measures, measures to control the spread of disease, worker protections, decontamination measures, and handling of mass fatalities.

2.2. General Indicators

The initial indication of a biological incident may be the recognition by public health and medical authorities that a significantly increased number of people are becoming ill and presenting to local healthcare providers. General indicators may include:

- 2.2.1 Large epidemic, with an unusual number of ill or dying
- 2.2.2 Particularly high volumes of victims complaining primarily of respiratory symptoms which are severe, and are associated with an unprecedented mortality rate

³ *Protective Action Guides and Planning Guidance for Radiological Incidents*, EPA, Jan 2017.

⁴ *Planning Guidance for Protection and Recovery Following Radiological Dispersal Device (RDD) and Improvised Nuclear Device (IND) Incidents*, FEMA, Federal Register 73, no. 149 (August 1, 2008).



- 2.2.3 The cause of the infection is unusual for the region
- 2.2.4 Multiple and simultaneous epidemics of animals and humans with the same illness
- 2.2.5 The epidemic is caused by a multi-resistant pathogen that has never been discovered
- 2.2.6 Significant animal mortalities are observed
- 2.2.7 The delivery vehicle for the agent is identified
- 2.2.8 Prior intelligence reports or claims by terrorists of an attack
- 2.2.9 Symptoms vary with the type of biological agent, including:
 - 2.2.9.1. Febrile symptoms (e.g., fever, headache, confusion, blurred vision, brain swelling)
 - 2.2.9.2. Respiratory symptoms (e.g., coughing, flu-like symptoms, shortness of breath)
 - 2.2.9.3. Digestive and intestinal symptoms (e.g., vomiting, nausea, diarrhea)
 - 2.2.9.4. Skin symptoms (e.g., rash, sores, pain, itching, discoloration, painful skin lesions)
 - 2.2.9.5. Generalized symptoms (e.g., general malaise, muscular weakness, fatigue, numbness, paralysis, chills, shock)
 - 2.2.9.6. Death

2.3. Types of Biological Toxins or Infectious Agents

2.3.1 Biological Toxins

Biological toxins refer to poisons derived from plants, animals, or microorganisms (e.g., plants, shellfish, sponges, corals).

- 2.3.1.1. Biological toxins do not grow, reproduce, or die after they have been dispersed.
- 2.3.1.2. Relatively few are suitable for use as weapons. Examples include botulism, ricin, Staphylococcus enterotoxin B (SEB), and saxitoxin.
- 2.3.1.3. In most cases, biological toxins are difficult to synthesize in the laboratory and are obtained from the organisms that create them usually in very small quantities. An exception is ricin, which comes from the castor bean and is easy to prepare in large quantities.

2.3.2 Infectious Agents

Infectious agents refer to disease-causing living organisms also referred to as pathogens.

- 2.3.2.1. Pathogens have life cycles in which they grow, reproduce, age, and die.
- 2.3.2.2. Pathogens usually depend on another living organism, known as a host, to survive and grow.
- 2.3.2.3. Pathogens fall into several major groups, which differ in how they grow and spread:
 - (1) Bacteria (including mycoplasma and rickettsia)
 - (2) Viruses



- (3) Protozoa
- (4) Fungi (including yeasts and molds)

2.4. Methods of Delivery

A biological incident may be disseminated through air, water, or food. Once released, the biological toxins or infectious agents may be spread by vectors (i.e., infected animals or insects that serve as hosts to the organism), vehicles (i.e., inanimate carriers such as food and water), and carriers (i.e., infected humans can transmit to other humans).

Common mediums and methods of delivery include:

2.4.1 Air

The toxin or agent is suspended in a liquid droplet or dry particles released into the air. An aerosol of liquid droplets or dry particles is more likely to be inhaled. A spray of liquid droplets or dry particles is more likely to contaminate surfaces. Potential delivery devices include:

- 2.4.1.1. Spray cans
- 2.4.1.2. Commercial sprayers
- 2.4.1.3. Aerosol generators
- 2.4.1.4. Systems designed to distribute pesticides from air or ground (e.g., crop duster airplanes, truck sprayers)
- 2.4.1.5. Heating/ventilating/air conditioning (HVAC) systems
- 2.4.1.6. Fans

2.4.2 Water

The toxin or agent is used to contaminate a potable water supply. Examples include contamination of a municipal water supply system or bottled water-processing plants.

2.4.3 Food supply

See Agroterrorism.

3. Chemical Incident

3.1. Overview

A chemical incident, in the context of terrorism, can be described as the use of a toxic chemical agent with the intention to threaten public health and safety. Incidents that focus on animal, plant, or food health and safety are specifically addressed in Section 7 Agroterrorism. The nature of a chemical incident will vary based on the chemical agent that is used, the method of delivery, and the concentration of exposure.



A chemical incident may involve the use of any toxic chemical agent. This includes those chemical agents developed or produced for commercial, industrial, and military uses. The concentration of a chemical agent can be affected by a number of variables including the volatility of chemical and wind speed. A release in a closed space (e.g., subway station, airport terminal, theater) could result in concentrations high enough to injure or kill a large number of people. The release of a toxic chemical agent in an open area would likely result in lower concentrations with fewer injuries or fatalities. In general, a chemical agent in liquid or vapor form results in greater exposure than a chemical agent in solid form.

A chemical incident is likely to be identified from the overt terrorist act or the diagnosis of the resultant casualties. However, some chemical agents have an immediate effect (i.e. symptoms in a few seconds to a few minutes) and some have a delayed effect (i.e. 2 to 48 hours). It is possible that considerable damage may occur by the time the incident is detected and the cause identified.

3.2. General Indicators

A chemical incident could occur without warning. Some chemical agents may be odorless and tasteless. However, many chemicals at high concentrations can be detected by properly equipped and trained emergency responders. Some general indicators of a chemical incident include:

- 3.2.1 Explosion
- 3.2.2 Unexplained bomb or munitions-like material, especially if it contains a liquid
- 3.2.3 Abandoned spraying devices
- 3.2.4 Unusual number of sick or dying people with symptoms such as:
 - 3.2.4.1. Nausea
 - 3.2.4.2. Disorientation
 - 3.2.4.3. Difficulty breathing
 - 3.2.4.4. Convulsions
 - 3.2.4.5. Localized sweating
 - 3.2.4.6. Red eyes
 - 3.2.4.7. Red or blistered skin
- 3.2.5 Pattern of casualties such as;
 - 3.2.5.1. Outdoors, distributed downwind
 - 3.2.5.2. Indoors, grouped within a confined area (e.g., shared HVAC system).
- 3.2.6 Unexplained odors or unusual smells that are out of character with the surroundings such as:
 - 3.2.6.1. Fruity
 - 3.2.6.2. Flowery
 - 3.2.6.3. Sharp or pungent



- 3.2.6.4. Garlic or horseradish-like
- 3.2.6.5. Bitter almonds or peach kernels
- 3.2.6.6. New mown hay
- 3.2.7 Unusual fogs, clouds, mists, and liquids or surfaces with oily droplets or film, when there has been no recent rain. Low-lying cloud or fog-like condition inconsistent with surroundings.
- 3.2.8 Unexplained number of dead animals in the same area (including wild, domestic, small, large, birds, and fish)
- 3.2.9 Unexplained absence of normal insect activity (including ground, air, or water)
- 3.2.10 Trees, shrubs, bushes, food crops, or lawns that are dead, discolored, or withered, in the absence of drought conditions.

3.3. Chemical Agents

3.3.1 Categories

Chemical agents can be broadly grouped into three categories:

3.3.1.1. Harassing agents

Include substances that are sensory irritants and are not intended to kill or injure. In general, harassing agents have fleeting concentration dependent effects that resolve within minutes after removal. The casualty effects are not anticipated to exceed 24-hours nor require medical attention. Harassing agents are often referred to as Riot Control Agents (RCAs). They include:

- (1) Tear agents
- (2) Vomiting agents
- (3) Malodorants

3.3.1.2. Incapacitating agents

Include substances that produce debilitating effects with limited probability of permanent injury or loss of life. The casualty effects typically last over 24 hours and medical attention is recommended. They include:

- (1) Psychological agents
- (2) Other incapacitating agents

3.3.1.3. Lethal agents

Include substances intended to produce chemical casualties without regard to long-term consequences or loss of life. The casualty effects require medical treatment. They include:

- (1) Blister agents



- (2) Blood agents
- (3) Choking agents
- (4) Nerve agents

3.3.2 Physical Forms

3.3.2.1. Vapor or gas

- (1) An agent in the gaseous state at normal temperatures and pressures.
- (2) An agent in the gaseous state at a temperature where the same substance can exist in the liquid or solid state. For example, evaporating liquids or sublimating solids produce vapors. The agent would resume their liquid or solid state under pressure at ordinary temperatures.

3.3.2.2. Aerosols and sprays

Aerosols and sprays refer to liquid droplets or dry particles suspended in air that are released into the air. The difference is in the size of the droplets or particles released by the device nozzle.

- (1) Aerosols have droplets or particles small enough to remain suspended and be inhaled.
- (2) Sprays have bigger droplets or particles, which fall to the ground more quickly and are more likely to contaminate surfaces and be absorbed through the skin or ingested.

3.3.2.3. Liquid

- (1) An agent in the liquid state at normal temperatures and pressures.
- (2) Solutions of solids or of viscous liquids. They are dissolved to improve flow characteristics and make them easier to disseminate.

3.3.2.4. Solid

- (1) An agent in the solid state at normal temperatures and pressures.
- (2) May take the form of particulates (i.e. powder), which can be inhaled or absorbed through mucous membranes, eyes, or sweat dampened skin. They can be dissolved to form liquid agents.

3.4. Methods of Delivery

Chemical agents can be difficult to deliver in lethal concentrations. Potential delivery methods of chemical agents include:

- 3.4.1 HVAC system of a building
- 3.4.2 Misting, aerosolizing device, or sprayer
- 3.4.3 Passive release (e.g., open container)
- 3.4.4 Bomb, mine, or other explosive device



- 3.4.5 Used to disperse a chemical agent other than that used to create the explosion
- 3.4.6 Improvised chemical device
- 3.4.7 Combination of commonly available chemicals to produce a dangerous chemical
- 3.4.8 Sabotage of the transportation or storage of chemical agents developed or produced for commercial, industrial, and military uses

4. Improvised Explosive Device (IED) Incident

4.1. Overview

An IED incident can be described as the use of a “homemade” bomb or destructive device to destroy, incapacitate, harass, or distract. The primary focus of this subsection is explosive-base IEDs. The use of an IED for the dispersal of radiological material (i.e., Radiological Dispersal Device) is addressed in Subsection 1; dispersal of biological material is addressed in Subsection 2; and, dispersal of chemical material is addressed in Subsection 3.

Due to their improvised nature an IED can take many forms. Examples range from a small pipe bomb to a sophisticated device capable of causing massive damage and loss of life. An IED consists of a variety of components that including initiator, switch, main charge, power source, and a container. An IED may be surrounded by or packed with additional materials such as nails, glass, or metal fragments designed to increase the amount of shrapnel propelled by the explosion. An IED can be initiated by a variety of methods depending on the intended target.

An IED is likely to be placed in a public place or high traffic area to maximize damage and casualties. Generally, explosions within confined buildings will have the greater number of casualties due to confinement of the blast wave and possible structural collapse. The primary injuries involved in bombings involve blunt trauma and multiple penetrating injuries.

The U.S. Department of Health & Human Services (HHS) defines four types of blast injuries:

4.1.1 Primary

Unique to High Explosive. Injuries result from the impact of the over-pressurization wave. Injuries include pulmonary damage, hollow viscus injury, and ruptured organs.

4.1.2 Secondary

Injuries result from flying debris and bomb fragments. Injuries include penetrating trauma, fragmentation injuries, and blunt trauma.

4.1.3 Tertiary

Injuries result from individuals being thrown by the blast wind. Injuries include fractures, amputations, and blunt or penetrating trauma.

4.1.4 Quaternary



All explosion-related injuries, illnesses, or diseases not due to primary, secondary, or tertiary types of injuries. Injuries include burns, asphyxia, toxic exposures, or crushing injuries.

4.2. Explosive Materials

Many commonly available materials such as fertilizer, gunpowder, and hydrogen peroxide can be used as the explosive materials in IEDs.

Table 4-1: Examples of IED Materials

Material	Common Uses	Common Form	Known IED Use
High Explosives			
Ammonium Nitrate and Fuel Oil (ANFO)	Mining and Blasting ⁵	Solid	Oklahoma City bombing, 1995
Triacetone Triperoxide (TATP)	No common uses; mixed from other materials	Crystalline solid	London bombings, 2005
Semtex, C-4	Primarily military	Plastic solid	Irish Republican Army bombings
Ethylene Glycol Dinitrate (EGDN)	Component of low-freezing dynamite	Liquid	Millennium Bomber, intended for Los Angeles airport, 1999
Urea Nitrate	Fertilizer	Crystalline solid	World Trade Center, 1993
Low Explosives			
Smokeless Powder	Ammunition	Solid	Olympic Park bombing, 1996

Source: Fact Sheet “IED Attack”, prepared by the National Academy of Engineering and the National Research Council of the National Academies in cooperation with the U.S. Department of Homeland Security.

4.3. General Indicators

4.3.1 IEDs have five basic components.

4.3.1.1. Initiator

4.3.1.2. Switch

The use of cell phones is expanding as a switch or sensor to detonate IEDs.

4.3.1.3. Main charge

4.3.1.4. Power source

4.3.1.5. Container

These components may be very crude or sophisticated depending upon the knowledge and the ability of the bomb maker.

⁵ Ammonium nitrate (without fuel oil) is used as fertilizer.



- 4.3.2 Protruding wires or fuses
- 4.3.3 Containers left in high traffic or specific CIKR locations
- 4.3.4 Unusual chemical odors or stains on a container
- 4.3.5 Signs of a previous explosion as some bomb makers may test their bomb design prior to the actual attack

4.4. Method of Delivery

An IED can be delivered in a variety of methods including:

- 4.4.1 Vehicle
 - Vehicle-borne improvised explosive device (VBIED), either stationary or moving
- 4.4.2 Suicide bomber
 - Either male or female; may have a partner suicide bomber for a secondary targets such as first responders.
- 4.4.3 Concealment options for smaller explosives:
 - 4.4.3.1 Backpacks, suitcases, briefcases, satchels, of various types and sizes looking like everyday items
 - 4.4.3.2 Jars, bottles, and can containers some resembling sports drinks of various sizes
 - 4.4.3.3 Shoes and clothing
- 4.4.4 Fragmentation of IEDs has been used to increase the distance bomb fragments travel by including materials such as nails, steel balls, etc. either placed inside the container or wrapping them on the outside of the bomb.
- 4.4.5 Diversionary tactics have been used by terrorists to draw first responders away from the primary target. Some indicators of diversionary tactics are:
 - 4.4.5.1 Reports of suspicious activities or bomb threats in multiple locations throughout the jurisdiction
 - 4.4.5.2 Reported multiple incidents that require the response of specialized units
 - 4.4.5.3 Significant increase in minor incidents requiring the response by first responders to investigate
 - 4.4.5.4 Activity increases inconsistent with normal call patterns

4.5. Stand-off Distances

A "stand-off distance" is the distance between the device and those being protected and to safeguard life. There needs to be a stand-off distance for an explosive device or bomb threat with a found unknown object. The following chart is only a general "rule of thumb" for stand-off/evacuation distances.



Table 4-2: DHS/FBI Bomb Threat Stand-Off Card

Threat	Explosives Capacity (lbs)	Mandatory Evacuation Distance (ft)	Shelter in Place Zone (ft)	Preferred Evacuation Distance (ft)
Pipe Bomb	5	70	71-1,119	+1,200
Suicide Bomb	20	110	111-1,699	+1,700
Briefcase	50	150	151-1,849	+1,850
Car	500	320	321-1,899	+1,900
SUV/Van	1,000	400	401-2,399	+2,400
Small Delivery Truck	4,000	640	641-3,799	+3,800
Container/Water Truck	10,000	860	861-5,099	+5,100
Semi-Trailer	60,000	1,570	1,571-9,299	+9,300

Source: National Counterterrorism Center website, accessed 09/23/21.

5. Improvised Incendiary Device (IID) Incident

5.1. Overview

An IID incident can be described as the use of an improvised incendiary device or “firebomb” to destroy, incapacitate, harass, or distract. An IID can be made from everyday items that are purchased from various stores with little or no detection. They can be used against various targets with little detection. They require little or no training to construct or use. They have been used against government facilities, commercial buildings, vehicles, and railroad lines. They may be used in crowded areas with limited evacuation points to cause panic. They are capable of causing mass casualties, fear, and panic.

5.2. General Indicators

5.2.1 Suspicious Fire(s)

Fire(s) that are suspicious in nature with broken glass or melted plastic close to the origin of the fire.

5.2.2 Container(s) of Unknown Liquid

Found container(s) of unknown liquid that appear to have burn residue by the opening, which are found in public places.

5.2.3 Container(s) of Highly Flammable Liquids

Containers with highly flammable liquids, acids, or other unusual chemicals, which normally are not marked.

5.2.4 Fuel Odor

Smell of gasoline or fuels

5.2.5 Tubing, glass jars, bottles, or large number of matches



5.3. Types

5.3.1 Molotov cocktail

Small glass container with gasoline and a cloth that is lit and thrown.

5.3.2 Suitcase

Suitcase with flammable liquids inside with a delayed ignition device.

5.4. Method of Delivery

5.4.1 Triggering methods

5.4.1.1. Chemical reactions (e.g. burning fuses)

5.4.1.2. Electronic ignition (e.g. relays, switches, timing device)

5.4.1.3. Mechanical ignition (e.g. wires, pins, pressure plates)

5.4.2 Dissemination systems and devices

5.4.2.1. Thrown by hand

5.4.2.2. Placed in stationary manner

5.4.2.3. Self-propelled

5.4.2.4. Placed in a vehicle driven into a building or crowd

6. Cyber Incident

6.1. Overview

A cyber incident can be described as the hostile use of information technology by individuals or groups for the purpose of financial gain or as an action to further a social or political agenda. This includes the use of information technology to threaten, exchange information, or organize and execute attacks against networks, computer systems, and infrastructure. Familiar cyber incidents include, but are not limited to, unauthorized access to networks, infection of vulnerable systems by computer virus, web site defacing, and denial-of-service attacks.

6.2. Types of Cyber Incidents

In most cases a cyber incident can be characterized as either being carried out for financial gain, directly or as a hired actor, or to further a social or political agenda. Types of cyber incidents include:

6.2.1 Penetration of a system to modify its output

Embedding code (e.g. Trojan horses or “logic bombs”) to perform unauthorized functions later.

6.2.2 Theft



System penetration with the goal of stealing information or sensitive data (e.g. password cracking and theft, “packet sniffing”).

6.2.3 Disabling a system

Disruption of information structures (e.g., using e-mail bombings, spamming, denial-of-service attacks, or viruses) to crash or disable a system.

6.2.4 Taking control of a system

Taking over a system (e.g. an air traffic system, a manufacturing process control system, a subway or train system, a 911 communications system) to use it as a weapon.

6.2.5 Website defacement

Hacking into a website and changing its contents to spread misinformation, incite to violence, generate fear, or create chaos.

6.3. Techniques

The cyber incident hazard is rapidly evolving. The following describes a variety of techniques that have been used:

6.3.1 Phishing

A malicious attempt to obtain sensitive information by disguising as a trustworthy entity in an electronic communication.

6.3.2 Spear-phishing

A phishing attempt directed at specific individuals or companies. Attacks may gather personal information about their target to increase their probability of success.

6.3.3 Social engineering

A psychological manipulation of people into performing actions or divulging confidential information.

6.3.4 Malware

Any software used to disrupt computer or mobile operations, gather sensitive information, gain access to private computer systems, or display unwanted advertising. Malware is an general term used to refer to a variety of forms of hostile or intrusive software including:

6.3.4.1. Virus

A computer virus is a type of malicious software program that, when executed, replicates by reproducing itself or infecting other computer programs by modifying them. Viruses often perform some type of harmful activity on infected host computers.



6.3.4.2. Worms

A computer worm is a standalone malware computer program that replicates itself in order to spread to other computers. Probably the most common code spread by worms is to install a backdoor allowing the computer to be remotely controlled as a “zombie”. Networks of such machines are often referred to as botnet and are very commonly used for a range of malicious purposes, including sending spam or performing Denial of Service attacks. Other code spread by worms might delete files on a host system, encrypt files in a ransomware attack, or steal confidential data.

6.3.4.3. Trojan

Any malicious computer program used to hack into a computer by misleading users of its true intent. Trojans are generally spread by some form of social engineering. A Trojan allows an attacker to access personal information.

6.3.5 Botnet

A number of internet-connected devices used by a botnet owner to perform various tasks. Botnets can be used to perform Distributed Denial of Service Attack, steal data, send spam, allow the attacker access to the device and its connection.

6.3.6 Web Application Security

Websites are often attacked directly. Hackers either seek to compromise the corporate network or the end-users accessing the website. The majority of web application attacks occur through cross-site scripting (XSS) and SQL injection attacks which typically result from flawed coding, and failure to sanitize input to and output from the web application.

6.3.7 Web Stolen devices

Stolen or lost smartphones, notebook computers, and tablets endanger private and corporate information.

6.3.8 Malicious insiders

An insider is anyone who has approved access, privilege, or knowledge of information systems, information services and missions. A malicious insider is one motivated to adversely affect an organization's mission by taking action that compromises information confidentiality, integrity, or availability.⁶

6.3.9 Denial of service

⁶ Maybury, Mark. “How to Protect Digital Assets from Malicious Insiders.” I3P. Available at: <http://www.thei3p.org/research/mitremi.html>. Last visited: March 27, 2013.



Distributed denial-of-service attacks target websites and online services. The aim is to overwhelm them with more traffic than the server or network can accommodate. The goal is to render the website or service inoperable.

The traffic can consist of incoming messages, requests for connections, or fake packets. In some cases, the targeted victims are threatened with a DDoS attack or attacked at a low level. This may be combined with an extortion threat of a more devastating attack unless the company pays a cryptocurrency ransom. In 2015 and 2016, a criminal group called the Armada Collective repeatedly extorted banks, web host providers, and others in this way.⁷

6.3.10 High Energy Radio Frequency Weapon (HERF)

A directed-energy weapon used to disrupt digital equipment, such as computers. HERF works by blasting high-intensity radio waves at electronics, disrupting their operation.

6.3.11 Electromagnetic Pulse (EMP) Weapon

Minor EMP event can cause low levels of electrical noise or interference which can affect the operation of susceptible devices. A large and energetic EMP event can induce high currents and voltages which can temporarily disrupt or permanently damage susceptible devices.

6.3.12 System intrusion

Unauthorized entry into a computer system or network (hacking).

6.3.13 Logic bomb

A piece of code intentionally inserted into a software system that will set off a malicious function when specified conditions are met.

6.3.14 Packet sniffing

A computer program or piece of computer hardware that can intercept and log traffic that passes over a digital network or part of a network.

6.3.15 Spamming

The use of electronic messaging systems to send an unsolicited message, especially advertising, as well as sending messages repeatedly on the same site.

6.3.16 Virtual sit-in

⁷ Norton Website. "Emerging Threats." Available at: <https://us.norton.com/internetsecurity-emerging-threats-what-is-a-ddos-attack-30sectech-by-norton.html>. Accessed: September 23, 2021.



A form of electronic civil disobedience using a distributed denial-of-service attack (DDOS).

7. Food and Agricultural Incident

7.1. Overview

A food and agricultural incident, in the context of terrorism, can be described as any intentional actions that threaten or disrupt the means of production or the quantity, quality, or safety of the state's food and agricultural products. This includes the introduction and spread of plant and animal pests and diseases. Specifically, diseases that have the potential to spread to humans (zoonotic diseases) such as brucellosis and rabies; that may spread from farm to farm such as foot-and-mouth disease (FMD) or pseudorabies; and diseases that cause other states and nations to close trade doors to our livestock and agricultural products such as avian influenza or tuberculosis.

Agroterrorism has been defined by FBI as; "the deliberate introduction of an animal or plant disease for the purpose of generating fear, causing economic losses, or undermining social stability."

7.2. General indicators

- 7.2.1 Thefts or missing anhydrous ammonia or other fertilizer products
- 7.2.2 Thefts or missing livestock
- 7.2.3 Diseased animals in a previously healthy population
- 7.2.4 Suspicious individuals taking photos or asking questions around food processing facilities or farms
- 7.2.5 Individuals renting agriculture-related equipment with no logical reason or purpose
- 7.2.6 Individuals or vehicles that are found to have manuals, biological or chemical agents, or vaccines for no related agricultural or livestock purpose
- 7.2.7 Attempted or break-ins at livestock facilities
- 7.2.8 Altered documents for animals being transported

7.3. Types

- 7.3.1 Foot and Mouth Disease (FMD) as a Primary Threat
 - 7.3.1.1. Highly contagious virus in mainly hoofed animals
 - 7.3.1.2. Airborne transmission with a range of 50 miles
 - 7.3.1.3. FMD virus can survive in straw and clothing for a month
 - 7.3.1.4. Generally, people cannot contract the disease but can carry the virus in their lungs and transmit it to animals for up to 48 hours



- 7.3.1.5. To limit the spread, requires the immediate limitations on the movement of animals
- 7.3.2 Food production and distribution contamination
 - 7.3.2.1. Involves the dissemination of such bacteria and toxins as botulism, E. coli, and salmonella
 - 7.3.2.2. Fruit and vegetable packing plants are amount the most vulnerable for attacks
 - 7.3.2.3. Processed foods move within hours to distribution centers which could be before the detection of any contamination

7.4. Method of Delivery

- 7.4.1 There are four categories of agroterrorists involved in various delivery methods:
 - 7.4.1.1. Transnational groups emanating from outside of the United States
 - 7.4.1.2. Economic opportunists that attempt to manipulate the financial markets
 - 7.4.1.3. Domestic terrorists such as a disgruntled employee or an individual with a grudge against the government
 - 7.4.1.4. Militant animal rights or environmental activists against the use of animals for food
- 7.4.2 During transportation around truck stops, rest areas, etc.
- 7.4.3 Aerial application of chemical agents by rented aircraft
- 7.4.4 Direct contamination at processing plants prior to shipment
- 7.4.5 Direct contamination at final food distribution sites such as grocery stores and restaurants prior to purchase.

7.5. Vulnerabilities in Agricultural Areas

- 7.5.1 Insufficient security and surveillance at various sites and facilities
- 7.5.2 New and larger concentration of livestock limiting attending to animals individually
- 7.5.3 Livestock becoming more susceptible to disease
- 7.5.4 Lack of effective disease reporting systems as producers lack incentives and fear monetary losses
- 7.5.5 Lack of training of veterinarians and others in recognizing foreign livestock diseases



Attachment 2

Terrorist Incident Response Checklist

Terrorist Incident Response Checklist



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1. Terrorism Incident Response Checklist

The response actions below are most appropriate for an incident involving conventional weapons, nuclear devices, or chemical agents where there is a specific incident location.

Table 1: Terrorism Incident Response Checklist

ü	Action Item	Assigned
	Initial Response	
	1. Deploy response forces.	
	2. Activate incident command post at the incident site to direct emergency operations.	
	3. If incident appears to be terrorism-related, ensure law enforcement personnel are advised and respond to the incident site.	
	4. Isolate the area and deny entry. Reroute traffic as needed.	
	5. Determine and report: <ul style="list-style-type: none"> ○ Observed indicators of use of chemical/biological weapons ○ Wind direction and weather conditions at scene ○ Plume direction, if any ○ Approximate number of apparent victims ○ Orientation of victims ○ Types of victim injuries and symptoms observed ○ Observations or statements of witnesses 	
	6. If possible, determine type of weapon used using appropriate detection equipment, response guides, damage characteristics, and casualty symptoms.	
	7. Establish scene control zones (hot, warm, and cold) and determine safe access routes and location of staging area. Establish initial operating boundaries for crime scene and incident area.	
	8. Implement crowd control measures, if necessary.	
	9. Determine and implement requirements for protective clothing and equipment for emergency responders.	
	10. Establish communications among all response groups.	
	11. Protect against secondary attack.	
	12. Activate the local EOC to site support emergency operations.	
	13. Determine requirements for specialized response support.	
	14. Make notification to Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM).	
	15. Obtain external technical assistance to determine potential follow-on effects.	
	16. Request/deploy hazardous materials response team, if appropriate.	
	17. Request/deploy bomb squad, if appropriate.	
	18. Identify areas that may be at risk from delayed weapon effects. <ul style="list-style-type: none"> ○ Determine and implement protective measures for public in those areas. ○ Determine and implement protective measures for special facilities at risk. 	
	19. Extinguish fires and identify potential hazards such as ruptured gas lines, downed power lines, and residual hazardous materials.	
	20. Make notifications to adjacent jurisdictions that may be affected.	
	21. If the effects of the incident could adversely affect water or wastewater systems, advise system operators to implement protective measures.	



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Terrorism Incident Response Checklist

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ü	Action Item	Assigned
	Medical Management	
	22. Advise emergency medical services (EMS) and hospitals of possibility of mass casualties/contaminated victims.	
	23. Establish site for patient triage.	
	24. Establish site for gross decontamination and a casualty collection area for decontaminated victims located away from the site of primary emergency operation, but accessible by transport vehicles, as appropriate.	
	25. Conduct initial triage and provide basic medical aid to victims in warm zone if protective equipment is not required.	
	26. Conduct gross decontamination of victims showing signs of contamination. Separate victims that show no signs of contamination for evaluation.	
	27. Conduct follow-on triage and treatment of victims in cold zone.	
	28. Transport victims to medical facilities for further treatment.	
	29. Request state and/or federal medical assistance, if needed.	
	Fatality Management	
	30. Alert Coroner/Medical Examiner and funeral directors of any potential mass fatality situation and arrange for temporary holding facilities for bodies, if necessary. Highlight need to preserve evidence.	
	31. Coordinate with Coroner/Medical Examiner and law enforcement to determine autopsy requirements for victims.	
	32. Transport deceased to morgue, mortuary, or temporary holding facilities after authorization from lead agency.	
	Other Response Actions	
	33. Request additional response resources, if needed. <ul style="list-style-type: none"> ○ Activate mutual aid agreements. ○ Request state or federal assistance, as needed. 	
	34. Designate staging areas for incoming resources from other jurisdictions, state and federal agencies, and volunteer groups separate from operational staging area.	
	35. If evacuation has been recommended: <ul style="list-style-type: none"> ○ Activate shelter/mass care facilities to house evacuees. ○ Provide transportation for evacuees without vehicles. ○ Provide security for shelters. 	
	36. If evacuation of special facilities (schools, nursing homes, hospitals, correctional facilities) has been recommended: <ul style="list-style-type: none"> ○ Assist facilities in arranging suitable transportation and carrying out evacuation. ○ Assist facilities in arranging suitable temporary reception facilities. 	
	37. Provide information and instructions to the public. <ul style="list-style-type: none"> ○ Activate emergency public information operation. ○ Identify facilities for use by media. 	
	38. Identify, collect, and control evidence and conduct investigations.	
	39. Provide security at crime scene and evacuated areas.	
	40. Establish and operate access control points for incident, evacuated, and contaminated areas.	
	41. For incidents involving biological agents, consider measures to restrict person-to-person transmission of disease such as quarantine, closure of schools and/or businesses, and restrictions on mass gatherings. (For incidents involving chemical agents, consider contacting the Laboratory Response Network – Chemical Threats for available clinical exposure testing capabilities.)	



**Wisconsin Emergency Response Plan
Terrorism Incident Response Checklist**

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ü	Action Item	Assigned
	#.	
	42. Alert human resources agencies to provide disaster mental health services and human services support to victims.	
	43. Determine how pets, livestock, and other animals left in evacuated or contaminated areas will be handled.	
	44. Decontaminate essential facilities and equipment, if feasible.	
	45. Request technical assistance in assessing environmental effects.	

2. Useful Points of Contact

Table 2: Useful Points of Contact

Organization	Provides	Contact #
WEM Duty Officer System	Initiates state agency support and opening of the SEOC	800-943-0003
CHEMTREC	Technical assistance for hazardous materials incidents.	800-424-9300 (24 hours)
National Response Center Chem-Bio Hotline	The National Response Center (NRC) is a part of the federally established National Response System and staffed 24 hours a day by the U.S. Coast Guard. It is the designated federal point of contact for reporting all oil, chemical, radiological, biological and etiological discharges into the environment, anywhere in the United States and its territories. The NRC also takes maritime reports of suspicious activity and security breaches within the waters of the United States and its territories.	800-424-8802 (24 hours)
Wisconsin Department Health Services (WI DHS), Nuclear & Radiological Section	Technical assistance for emergency responders for incidents involving radiological materials.	See WEM Duty Officer System
Wisconsin Department of Justice/Wisconsin Statewide Intelligence Center (WI DOJ/WSIC) Fusion Center	The central facility for collecting, analyzing, and disseminating intelligence information related to terrorist activities for the state.	608-242-5393 or (888) DCI-WSIC
STAC Fusion Center	City of Milwaukee and metro area facility for collecting, analyzing, and disseminating intelligence information related to terrorist activities in Milwaukee.	414-935-7741
FBI Office	Federal law enforcement/terrorism assistance. -Offices in Milwaukee, Madison, Green Bay, Eau Claire, and La Crosse	414-276-4684 (24 hour)
ATF Office (Milwaukee)	Federal expertise in explosive devices.	414-727-6170
Wisconsin State Laboratory of Hygiene - Laboratory Response Network for Biological and Chemical Threats (LRN-B & LRN-C)	Public health laboratory response testing capability for detection of biological threats and emerging infectious diseases (LRN-B) and chemical terrorism response for human exposures to chemical threat agents (LRN-C). Located in Madison.	608-263-3280 (24 hours)