

FINAL

# City of Oakland Hazard Specific Annex: Terrorism

Annex to the Emergency Operations Plan

**April 2023**



FINAL

# Executive Summary

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## Table of Contents

I. Purpose .....	3
II. Situation and Assumptions .....	3
A. Weapons of Mass Destruction .....	5
B. Other Types of Terrorism .....	8
C. Assumptions .....	8
III. Concept of Operations .....	9
IV. Operational Roles and Responsibilities.....	16
V. Policies .....	22
VI. References.....	23

## I. Purpose

The City of Oakland (City) Terrorism Annex to the Emergency Operations Plan (EOP) was developed to facilitate an effective local response to a terrorist attack on the City and the unique response activities and process associated with this type of incident or threat.

## II. Situation and Assumptions

The Federal Bureau of Investigation (FBI) defines terrorism as “the unlawful use of force or violence committed by a group or individual against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.”

In accordance with Homeland Security Presidential Directive 5 (HSPD-5), initial responsibility for managing domestic incidents will fall on the City (with support from the Operational Area, the region, and the state as necessary.) The Secretary of Homeland Security is responsible for coordinating federal operations within the United States to prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies. The Attorney General, acting through the FBI, has lead responsibility for criminal investigations of terrorist acts or terrorist threats.

Despite the significant federal role in terrorism response, local, county, and state jurisdictions have the primary responsibility for protecting public health and safety. Local law enforcement, emergency medical services (EMS), and fire agencies will be the first units to respond to a terrorist incident. Local health care agencies will be required to provide treatment to victims and, in cases of nuclear, chemical, or biological attacks, rapidly identify the substance used in the attack. Citizens will inevitably look to local and state officials and the media for information regarding what has occurred and the actions are being taken/will be taken to respond to this type of incident.

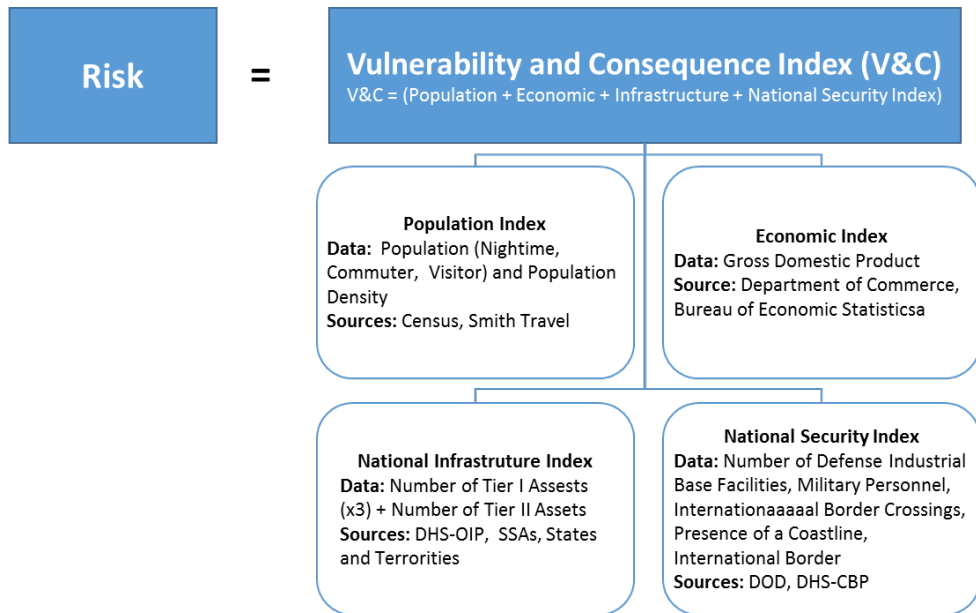
Oakland is part of the Bay Area Urban Areas Security Initiative (UASI) which has been designated as a Tier I urban area. It is one of only 10 other urban areas with this designation, meaning it faces a higher level of risk than other urban areas for terrorism. The Department of Homeland Security (DHS) ranks metropolitan statistical areas based upon risk. DHS examines three basic variables in its risk assessment. Risk is calculated as:

$$\text{Risk} = \text{Threat} \times \text{Vulnerability and Consequences Index}$$

**Figure 1** shows the DHS risk formula and the data sources that help inform threat, vulnerability and consequence estimates.

# Terrorism

**Figure 1: DHS Risk Assessment Methodology**



Source: GAO, *Homeland Security: DHS Risk-Based Methodology is Reasonable, But Current Version’s Measure of Vulnerability is Limited*, GAO-08-852 (Washington, D.C.: June 2008).

DHS-OIP - DHS Office of Infrastructure Protection

SSAs - Sector Specific Agencies, which are federal agencies that have been identified in the National Infrastructure Protection Plan as responsible for critical infrastructure protection activities.

DOD - Department of Defense

DHS -CBP - DHS Customs and Border Protection

**Table 1: Terrorism Threat Analysis**

Threat	Frequency	Warning Lead Times	Consequences	Population/Area at Risk
Domestic Terrorism	Low (Less than every 25 years)	Days to hours	Low (Some citywide impact possible. Usually handled with available City resources.)	Low
Biological/Chemical Weapons	Low	Days to hours	Medium (Localized damage may be severe; citywide impact minimal to moderate. Handled with city resources and some mutual aid.)	Medium
Nuclear and Radiological Incidents	Low	None	Medium	High

Types of terrorism include:

- Weapons of mass destruction (WMD)

- Weapons of mass destruction include chemical, biological, radiological, nuclear, and explosive (CBRNE) weapons that can affect people locally, regionally, or worldwide. The nature of such weapons makes mitigation, response, and recovery issues difficult.
- Cyber terrorism (communications and information systems)
- Agro terrorism (food supplies)

**A. Weapons of Mass Destruction**

Title 18, U.S.C. 2332a, defines a WMD as (1) any destructive device as defined in section 921 of this title, [which reads] any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one quarter ounce, mine or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life. WMDs are designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals; disease organisms; radiation or radioactivity; or explosion or fire. At least two important considerations distinguish these hazards from other types of terrorist tools:

- In the case of chemical, biological, and radioactive agents, their presence may not be immediately obvious, making it difficult to determine when and where they have been released, who has been exposed, and what danger is present for first responders and medical technicians.
- There is limited scientific understanding of how these agents affect civilian populations.

The following describes the different types of WMDs<sup>1</sup>:

**Chemical Agents**

The FBI WMD Incident Contingency Plan defines chemical agents as solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals. Chemical agents are intended to kill, seriously injure, or incapacitate

**Indicators of Chemical Attack**

- Unusual occurrence of dead or dying animals. For example, lack of insects, dead birds
- Unexplained casualties with multiple victims, a surge of similar 911 calls that describe serious illnesses, nausea, disorientation, difficulty breathing, or convulsions
- Definite casualty patterns
- Presence of unusual liquid, spray, vapor, or powder, droplets or oily film, unexplained odor, or low-lying clouds/fog unrelated to weather
- Presence of suspicious devices, packages, or letters, unusual metal debris, or abandoned spray devices or munitions

<sup>1</sup> Adapted from Federal Emergency Management Agency (2002, July) *Managing the Emergency Consequences of Terrorist Incidents: Interim Planning Guide For State And Local Governments*. Retrieved from FEMA website: <http://www.fema.gov/pdf/plan/managingemerconseq.pdf>

## Terrorism

people through physiological effects. A terrorist incident involving a chemical agent will demand immediate reaction from emergency responders — fire departments, police, hazardous materials (HazMat) teams, emergency medical services (EMS), and emergency room staff — who will need adequate training and equipment. Hazardous chemicals, including industrial chemicals and agents, can be introduced via aerosol devices (e.g., munitions, sprayers, or aerosol generators), breaking containers, or covert dissemination. Such an attack might involve the release of a chemical warfare agent, such as a nerve or blister agent or an industrial chemical, which may have serious consequences. Early in an investigation, it may not be obvious whether an outbreak was caused by an infectious agent or a hazardous chemical; however, most chemical attacks will be localized, and their effects will be evident within a few minutes. There are both persistent and non-persistent chemical agents. Persistent agents remain in the affected area for hours, days, or weeks. Non-persistent agents have high evaporation rates, are lighter than air, and disperse rapidly, thereby losing their ability to cause casualties after 10 to 15 minutes, although they may be more persistent in small, unventilated areas.

### Biological Agents

The FBI WMD Incident Contingency Plan defines biological agents as microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

Recognition of a biological hazard can occur through several methods, including identification of a credible threat, discovery of bioterrorism evidence (devices, agent, clandestine lab), diagnosis (identification of a disease caused by an agent identified as a possible bioterrorism agent), and detection (gathering and interpretation of public health surveillance data). When people are exposed to a pathogen such as anthrax or smallpox, they may not know that they have been exposed, and those who are infected, or subsequently become infected, may not feel sick for some time. This delay between exposure and onset of illness, the incubation period, is characteristic of infectious diseases. The incubation period may range from several hours to a few weeks, depending on the exposure and pathogen. Unlike acute incidents involving explosives or some hazardous chemicals, the initial detection and response to a biological attack on civilians is likely to be made by direct patient care providers and the public health community. Terrorists could also employ a biological agent that would affect agricultural commodities over a large area (e.g., wheat rust or a virus affecting livestock) potentially devastating the local or even national economy. The response to agricultural bioterrorism should also be considered during the planning process. Responders should be familiar with the characteristics of the biological agents of greatest concern for use in a bioterrorism event. Unlike victims of exposure to chemical or radiological agents, victims of

#### Indicators of Biological Attack

- Unusual occurrence of dead or dying animals
- Unusual casualties
- Unusual illness for region/area
- Definite pattern inconsistent with natural disease
- Unusual liquid, spray, vapor, or powder
- Spraying; suspicious devices, packages, or letters

biological agent attack may serve as carriers of the disease with the capability of infecting others (e.g., smallpox, plague).

### Nuclear or Radiological

The difficulty of responding to a nuclear or radiological incident is compounded by the nature of radiation itself. In an explosion, the fact that radioactive material was involved may or may not be obvious, depending upon the nature of the explosive device used. The presence of a radiation hazard is difficult to ascertain, unless the responders have the proper detection equipment and have been trained to use it properly. Although many detection devices exist, most are designed to detect specific types and levels of radiation and may not be appropriate for measuring or ruling out the presence of radiological hazards. The scenarios constituting an intentional nuclear/radiological emergency include the following:

#### Indicators of Nuclear or Radiological Attack

- Stated threat to deploy a nuclear or radiological device
- Presence of nuclear or radiological equipment for example spent fuel canisters or nuclear transport vehicles
- Nuclear placards/warning materials along with otherwise

- Use of an **improvised nuclear device (IND)** includes any explosive device designed to cause a nuclear yield. Depending on the type of trigger device used, either uranium or plutonium isotopes can fuel these devices. While “weapons-grade” material increases the efficiency of a given device, materials of less than weapons grade can still be used.
- Use of a **radiological dispersal device (RDD)** includes any explosive device utilized to spread radioactive material upon detonation. Any improvised explosive device could be used by placing it in close proximity to radioactive material.
- Use of a **simple RDD** that spreads radiological material without the use of an explosive. Any nuclear material (including medical isotopes or waste) can be used in this manner.
  - **Explosives:** United States Code Title 18, Section 841 defines “Explosive materials” means explosives, blasting agents, and detonators. “Explosives” means any chemical compound mixture, or device, the primary or common purpose of which is to function by explosion; the term includes, but is not limited to, dynamite and other high explosives, black powder, pellet powder, initiating explosives, detonators, safety fuses, squibs, detonating cord, igniter cord, and igniters. A type of explosive device that is the easiest to obtain and use is a conventional explosive device, or improvised bomb, which may be used to cause massive local destruction or to disperse chemical, biological, or radiological agents. The components are readily available, as are detailed instructions on constructing such a device. Improvised explosive devices are categorized as being explosive or incendiary, employing high or low filler explosive materials to explode and/or cause fires. Explosions and fires also can be caused by projectiles and missiles, including aircraft used against high-profile targets such as buildings, monuments, and special events. Bombs and firebombs are cheap and easily constructed, involve low technology, and are the terrorist weapon most likely to be

## Terrorism

encountered. Large, powerful devices can be outfitted with timed or remotely triggered detonators and can be designed to be activated by light, pressure, movement, or radio transmission. The potential exists for single or multiple bombing incidents in single or multiple municipalities. Historically, less than five percent of actual or attempted bombings were preceded by a threat. Explosive materials can be employed covertly with little signature and are not readily detectable. Secondary explosive devices may also be used as weapons against responders and the public in coincident acts. Other diversionary events or attacks could also be aimed at responders.

- **Combined Hazards:** Any of the CBRNE hazards could be used individually or combined, or used as a primary and secondary device. Mixed infections or toxic exposures may occur, thereby complicating or delaying diagnosis. Casualties of multiple agents may exist; casualties may also suffer from multiple effects, such as trauma and burns from an explosion, which exacerbate the likelihood of agent contamination. Attacks may be planned and executed so as to take advantage of the reduced effectiveness of protective measures produced by employment of an initial WMD agent. Finally, the potential exists for multiple incidents in single or multiple municipalities.

### B. Other Types of Terrorism

#### Cyber Terrorism

Cyber terrorism is a criminal act perpetrated by the use of computers and telecommunications capabilities, resulting in violence, destruction and/or disruption of services to create fear by causing confusion and uncertainty within a given population, with the goal of influencing a government or population to conform to a particular political, social, or ideological agenda.

#### Agro Terrorism

Agro terrorism is an attack against agriculture, livestock, or other food supply. The potential of agro terrorism requires law enforcement, public health and agriculture monitoring and coordination.

There is also the possibility of unusual or unique types of terrorist attacks previously not considered likely. Future terrorism attempts could range from simple, isolated attacks to complex, sophisticated, highly coordinated acts of destruction using multiple agents aimed at one or multiple targets.

Although not a routine or recent occurrence in the Bay Area, terrorist attacks have occurred in the past. During the period of October 1973 through April 1974, ten incidents occurred that killed 14 and injured three people.

### C. Assumptions

Terrorism incidents may involve casualties, damage to infrastructure, buildings or property, information and data systems, or food supplies.

- A terrorist threat or incident may occur at any time of day with little or no warning, may involve single or multiple geographic areas, and result in mass casualties.



- The suspected or actual involvement of terrorists makes incident management more complex and involves the FBI law enforcement and investigative activity as an integrated element which impacts response and recovery activities.
- No single agency at the local, state, federal, or private-sector level possesses the authority and expertise to fully respond to or recover from an act or threat of terrorism. Thus terrorism requires the integrated response of all levels of government.
- Emergency responders may not immediately recognize a terrorist incident. Early recognition is important for future safety of the City, its residents, and responders.
- Some chemical and biological agents may not have immediate adverse effects or may not be detected by conventional methods and therefore may be spread beyond the original impacted area. Therefore the incident site may be geographically dispersed with no defined “incident site” requiring response operations to be conducted over multiple jurisdictions.
- There may be multiple events carried out to create a diversion of emergency resources or overwhelm the system.
- Secondary or delayed devices may be used to cause additional damage and injury to emergency personnel responding to the incident. In the event of biological or chemical releases, emergency responders may become contaminated or exposed before they are able to recognize the agent involved.
- Protective actions taken by citizens in the risk areas include in-place sheltering, evacuation, and possibly quarantine/isolation.
- There may be a strong emotional reaction from the public and immediate need for timely and consistent information to the public.
- While natural disasters create a nurturing emotional reaction causing people to assist one another, a terrorist event could evoke a reaction of fear or anger.

### III. Concept of Operations

All actions involved in the response to and recovery from a terrorism event fall into one of two categories: Crisis Management and Consequence Management, which may function consecutively or concurrently.

- Crisis Management is defined as “measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve the threat or act of terrorism.” Crisis Management will be implemented through the National Incident Management System (NIMS).
- Consequence Management is defined as “measures to protect the public health and safety, restore essential government service, and provide emergency relief to the government, businesses, and individuals affected by the consequence of terrorism.” Oakland’s Emergency Management Services Division (EMSD) with other emergency responders (at all levels – Operational Area, regional, state, and FEMA at the federal level) will support consequence management.

## Terrorism

A key concept, which forms the cornerstone of this annex, is that all response operations are conducted as a crime scene, and the ultimate prosecution of the perpetrators may be severely impacted by response and recovery operations. For this reason, the inter-relationship between Crisis and Consequence Management is critical. At any event where terrorism is suspected, NIMS will immediately be established including the lead Crisis and Consequence Management agencies as well as a command officer from all other on-site responding agencies. The structure of the Incident Command/Unified Command system will constantly evolve during the course of the incident, but will always include the lead Crisis and Consequence Management agencies.

**Table 2** shows the sequence of events and participants involved to respond to a terrorism event (with a known incident site.) While the events are shown sequentially, the urgency of a terrorism event may cause many of these events to occur simultaneously. **Table 2** shows the coordination that is likely to occur between the City, the Operational Area, the state, and federal response agencies. The table shows both crisis and consequence management activities that would be conducted in parallel to each other.

**Table 2: Sequence of Events and Participants for a Terrorism Incident<sup>2</sup>**

Event	Participants
1. Incident occurs.	
2. Oakland 9-1-1 Dispatch Center receives calls, elicits information, dispatches first responders, relays information to first responders prior to their arrival on scene, makes notifications, and consults existing databases of chemical hazards in the community, as required.	Oakland 9-1-1 Dispatch Center and first responders (Oakland Police Department [OPD], Oakland Fire Department [OFD])

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<sup>2</sup> IBID

Event	Participants
<p>3. First responders arrive on scene and make initial assessment. Establish Incident Command and set up Command Post in an area that is safe from potential secondary hazards/devices. Determine potential WMD incident and possible terrorist involvement; warn additional responders to the scene of potential secondary hazards/devices. Perform any obvious rescues as incident permits. Establish security perimeter and credentialing. Determine needs for additional assistance. Begin triage and treatment of victims. Begin hazard agent identification.</p>	<p>Incident Command: OPD, OFD, and HazMat unit(s), and Medical Services</p>
<p>4. Incident Command manages incident response; notifies the City Administrator and Emergency Manager, and other local organizations as outlined in the EOP including the Operational Area. The Operational Area notifies medical facilities and requests notification of FBI Field Office.</p>	<p>Incident Command</p>
<p>5. The City's Emergency Operations Center (EOC) and Department Operations Centers (DOCs) are activated to support Incident Command, as required by Incident Commander (IC). EOC, DOCs, and IC coordinate consequence management activities (e.g., mass care). City proclaims a local emergency and coordinates via the Operational Area to obtain additional resources as necessary.</p>	<p>City Departments (as specified in the City of Oakland EOP and supporting Emergency Support Functions [ESFs] 1 – 17), Operational Area, Regional Emergency Operations Center (REOC), and State Operations Center (SOC)</p>
<p>6. The FBI Special Agent in Charge (SAC) assesses information, supports local law enforcement, and determines WMD terrorist incident has occurred. Notifies Strategic Information and Operations Center (SIOC), activates Joint Operations Center (JOC), coordinates the crisis management aspects of WMD incident, and acts as the Federal on-scene manager for the U.S. government while FBI is Lead Federal Agency (LFA).</p>	<p>FBI Field Office: SAC</p>

## Terrorism

Event	Participants
<p>7. Strategic local coordination of crisis management activities. Brief President, National Security Council (NSC), and Attorney General. Provide Headquarters (HQ) support to JOC. Domestic Emergency Support Team (DEST) may be deployed. (DEST is a rapidly deployable, specialized, interagency team composed of subject matter experts from the FBI, DHS, Department of Defense [DoD], Department of Energy [DOE], Department of Health and Human Services [HHS], and the Environmental Protection Agency [EPA]. They provide expert advice and support concerning the federal government’s capability to resolve terrorist threat or incident.) Notification of FEMA by FBI triggers FEMA actions. (FEMA may initiate the National Response Framework [NRF] prior to notification.)</p>	<p>FBI, DHS-FEMA, DOE, DoD, HHS, and EPA</p>
<p>8. Manage criminal investigation. Establish Joint Information Center (JIC). State and local agencies and FEMA ensure coordination of consequence management activities. The JIC is integrated into the Joint Field Office (JFO) if/when it is established. It is comprised of public information officers from the City, the Operational Area, the region, the state, and federal agencies. A separate media unit within the JOC provides FBI specific guidance to the FBI SAC on a media strategy to aid the investigation.</p>	<p>City of Oakland: OFD, OPD, EMSD, City Administrator, Office of the Mayor, and others as appropriate.</p> <p>State and federal Law Enforcement; FEMA and other state and federal agencies as documented in the State Emergency Plan (SEP) and the NRF</p>
<p>9. The California Governor’s Office of Emergency Services (Cal OES) supports local consequence management. Brief Governor. Declare state of emergency. Develop/coordinate requests for Federal assistance through FEMA Regional Response and Coordination Center (RRCC). Coordinate State request for Federal consequence management assistance.</p>	<p>SOC and other State agencies, as outlined in Cal OES SEP.</p>

Event	Participants
10. DEST provides assistance to FBI SAC. Merges into JOC, as appropriate.	DEST: DoD, DOJ, HHS, FEMA, EPA, and DOE.
11. FEMA representative coordinates Consequence Management Group. Expedites federal consequence management activities and monitors crisis management response to advise on areas of decision that could impact consequence management response.	FBI, FEMA, EPA, DoD, DOE, HHS, and other FRP agencies.
12. Crisis management response activities to incident may continue.	FBI, federal Hazardous Materials Response Unit (HMRU), Joint Technical Operations Team, Joint Inter-Agency Intelligence Support, and additional authorities, as needed.
13. Federal response efforts coordinated and mission assignments determined. A consequence management support team deploys to incident site. EOCs at all levels coordinate.	Oakland EOC, Operational Area EOC, REOC, SOC, JFO
14. An Emergency Response Team – Advance Element (ERT-A) deploys to SOC and incident site. The ERT-A conducts assessments, and initiates coordination with the State and initial deployment of federal resources. FEMA is the team leader and is composed of program and support staff and representatives from selected federal ESF primary agencies. Locations for mobilizations sites are identified and liaisons are assigned to support the Disaster Field Officer.	ERT-A and FEMA Region IX and NRF primary support agencies
15. A consequence management support team provides operational technical assistance to Unified Command.	FEMA, DOE, DoD, HHS, EPA, and FBI

## Terrorism

Event	Participants
16. Recovery operations. Transition of lead federal agency from FBI to FEMA.	FEMA, DOE, DoD, HHS, EPA, and FBI.

During a terrorism incident, the following functions will be critical. Federal, state, and local (City, Operational Area, and regional) resources will be pulled into support response efforts. The table below describes the City’s functions and responsibilities.

Functions	Incident Conditions
<p><b>Public Safety and Security</b> (ESF #13 – Law Enforcement)</p>	<p>City resources will be used to protect the public and secure the City of Oakland residents and property. Terrorism incidents usually include a variety of public and private sector targets. Additionally, many terrorism incidents have secondary incidents associated with them. City law enforcement and emergency management officials may be quickly overwhelmed by the scale of the incident.</p>
<p><b>Mass Care, Housing, and Human Services</b> (ESF #6 – Mass Care and Shelter and ESF #11 – Food, Agriculture, and Animal Services)</p>	<p>City resources will support the initial provision of temporary shelter, food, emergency first aid, and other essential life support to people and animals in the impact area. However, response operations may be complicated by contaminated resources/facilities, security concerns, and a lack of ability to transport resources into the area.</p> <p>Additionally, the care and sheltering of animals during and after an incident is a concern for the City of Oakland. Providing basic animal services such as food, shelter, and medical care to animals affected by the incident is part of the City of Oakland’s Animal Care Annex. Service animals are exempt from restrictions regarding facility and transportation access.</p>
<p><b>Public Health and Medical Support</b> (ESF #8 – Public Health and Medical)</p>	<p>City resources will be used to provide the initial public health and medical response (including behavioral health services) following a terrorism incident. Medical support is required at medical facilities, casualty collection points, evacuee assembly points and shelters, and other locations that support field operations. In addition, any decontamination requirement increases the requirement</p>

Functions	Incident Conditions
	for technical assistance/resources. Alameda County provides public health and medical services for the City of Oakland and will coordinate with the City for ESF #8 – Public Health and Medical response efforts.
<b>Decontamination</b> (ESF #8 – Public Health and Medical and ESF #10 – Hazardous Materials)	A terrorism incident may require decontamination of casualties, evacuees, animals, equipment, buildings, critical infrastructure, and other areas. Many terrorism incidents involve explosives, chemical, radiological, and biological weapons that require specialized decontamination efforts. Given the potentially large numbers of casualties and evacuees, resulting decontamination requirements may quickly outstrip local capabilities.
<b>Search and Rescue</b> (ESF #9 – Search and Rescue)	City resources will be used for the initial search and rescue operations. However, the City of Oakland resources and personnel to perform operational activities (for example, locating, extricating, and providing on-site medical treatment to survivors trapped in collapsed structures) are limited. If search and rescue operations are required in contaminated areas, the limited availability of properly equipped resources underscores the importance of additional assistance.
<b>Crisis Management</b> (ESF #13 – Law Enforcement and ESF #5 – Management)	For effective crisis management, a coordinated effort between law enforcement and emergency management is critical among all levels of government.
<b>Casualty/Fatality Management and Transportation</b> (ESF #8 – Public Health and Medical)	Casualty/fatality management and the transport of injured survivors and deceased victims is primarily an Alameda County function, but the City of Oakland will support this effort. In addition, a large numbers of injured or casualties are likely to overwhelm the bed capacities of local medical facilities. ESF #8 – Public Health and Medical will provide the initial support to medical facilities if requested. City resources may be required to manage the transportation and storage of deceased and injured victims if there are an extremely high number of casualties and/or injured during

## Terrorism

Functions	Incident Conditions
	the incident. If the roadways are not shut down due to security concerns, ESF #1 – Transportation will provide the initial response effort for coordinating transportation the injured, response workers, and supplies.
<b>Public Information</b> (ESF #15 – Public Information)	City resources will be used for the initial transmission of public information. The City’s Emergency Public Information Team (EPIT) will become part of the JIC which in turn may become part of the JOC.

## IV. Operational Roles and Responsibilities

The following describes roles and responsibilities specific to terrorism incidents. Primary departments identified to lead each ESF are responsible for coordinating and/or delegating the activities of the ESF. Additional roles and responsibilities to support associated emergency response efforts are described in the specific ESFs. Additional ESFs may be activated to support the response as necessary. Refer to the individual ESFs for a list of detailed responsibilities.

<b>ESF # 5 – MANAGEMENT</b>
<b>Primary Departments: Emergency Management Services Division &amp; City Administrator’s Office</b>
<b>Preparedness (Pre-event)</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Develop, train, and exercise a terrorism plan.</li> <li><input type="checkbox"/> Prepare senior officials on what to expect during a terrorist incident.</li> </ul>
<b>Response</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate with Operational Area, regional, state, and federal response organizations.</li> <li><input type="checkbox"/> Coordinate the proclamation of a local emergency.</li> <li><input type="checkbox"/> Send a liaison to be a part of the JOC and the JFO if needed.</li> <li><input type="checkbox"/> Support public information efforts.</li> <li><input type="checkbox"/> Communicate with senior leaders to obtain additional resources to support the City’s response and recovery efforts.</li> <li><input type="checkbox"/> Make decisions regarding the provision of City government operations and services.</li> </ul>



ESF # 5 – MANAGEMENT
<b>Recovery</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate the documentation of damage assessments with reporting agencies and develop a combined report.</li> <li><input type="checkbox"/> Obtain disaster funding to recover and repair damages associated with terrorist attack.</li> <li><input type="checkbox"/> Coordinate with ESF #14 – Recovery to initiate recovery planning efforts as described in the City’s Disaster Recovery Framework (DRF).</li> <li><input type="checkbox"/> Ensure all response and EOC personnel complete all required administrative and financial forms for reimbursement and to meet legal requirements.</li> <li><input type="checkbox"/> Facilitate post-incident analysis and conduct the After Action Report.</li> <li><input type="checkbox"/> Revise EOP and/or any annexes or procedures as necessary and informed by the incident.</li> </ul>

ESF # 6 – MASS CARE AND SHELTER
<b>Primary Department: Oakland Parks, Recreation, and Youth Development Department</b>
<b>Preparedness (Pre-event)</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Develop database of shelter capabilities and document ability to prevent further damage from threat – for example, HVAC systems that allow for negative pressure (this would be applicable during a biological or chemical WMD incidents), and the presence of external water supplies could allow for victims to shower before entering the shelter.</li> <li><input type="checkbox"/> Establish entry and security procedures to ensure contaminated individuals do not enter the shelter location.</li> </ul>
<b>Response</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate with ESF #8 – Public Health and Medical and Incident Command on a mid-point or intermediary station where decontamination can occur and medical attention can be provided.</li> <li><input type="checkbox"/> Implement security procedures at shelters to prevent contamination of other shelter residents and mass care providers, and the facility.</li> <li><input type="checkbox"/> Provide non-acute medical care that might be needed by survivors of the incident.</li> <li><input type="checkbox"/> Work with ESF #8 – Public Health and Medical to support epidemiological services and support.</li> <li><input type="checkbox"/> Obtain and provide grief or psychological counseling and support for shelter residents and mass care providers.</li> </ul>
<b>Recovery</b>

## Terrorism

### ESF # 6 – MASS CARE AND SHELTER

- Close shelter locations as sheltering needs are resolved.
- Complete required administrative and financial forms for reimbursement and to meet legal requirements.
- Participate in the After Action Report.

### ESF # 8 – PUBLIC HEALTH AND MEDICAL

**Primary Departments: Human Services Department & Oakland Fire Department**

#### Preparedness (Pre-event)

- Develop mass casualty and mass fatality plans.
- Work with ESF #10 – Hazardous Materials to develop decontamination procedures.
- Develop and conduct training and job guides to train responders, EMS providers, and medical personnel on how the various signs and symptoms of WMDs.
- Establish mechanisms and notification procedures for disease monitoring/outbreaks.
- Establish and exercise plans for inoculation of responders including criteria for dispensing vaccinations.
- Identify, obtain, and maintain prophylaxis equipment.
- Identify, obtain, and maintain caches of medical supplies (pharmaceutical, durable and consumable medical supplies) that can be easily deployed to respond to a terrorism or other type of emergency incident.
- Identify and secure (through memorandums of agreement or contracts) analytical laboratory support.
- Develop, train, and exercise a point of dispensing plan to provide pharmaceuticals to the population.

#### Response

- Conduct triage at incident site.
- Support decontamination activities.
- Provide guidance and advice on how to secure the area and prevent additional victims.
- Provide guidance and advice on how to protect responders.
- Establish isolation and quarantine procedures and work with ESF #13 – Law Enforcement, ESF #6 – Mass Care and Shelter, and ESF #11 – Food, Agriculture, and Animal Services to implement isolation and quarantine measures.
- Provide information to ESF #15 – Public Information on how the public can protect themselves.

ESF # 8 – PUBLIC HEALTH AND MEDICAL
<ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate with medical facilities on establishment of alternate care sites and alternate standards of care.</li> <li><input type="checkbox"/> Support ESF #10 – Hazardous Materials with sampling and testing.</li> <li><input type="checkbox"/> Work with Operational Area and the JOC to obtain mass fatality support for the movement, storage, identification, and forensic analysis of casualties.</li> <li><input type="checkbox"/> Support criminal investigation activities.</li> </ul>
Recovery
<ul style="list-style-type: none"> <li><input type="checkbox"/> Support the decontamination of the facility and identification of when the site is usable.</li> <li><input type="checkbox"/> Provide on-going medical care and assess long-term medical impacts on victims/survivors.</li> <li><input type="checkbox"/> Complete required administrative and financial forms for reimbursement and to meet legal requirements.</li> <li><input type="checkbox"/> Participate in the After Action Report.</li> </ul>

ESF #9 – SEARCH AND RESCUE
<b>Primary Department: Oakland Fire Department</b>
Preparedness (Pre-event)
<ul style="list-style-type: none"> <li><input type="checkbox"/> Develop and exercise search and rescue procedures.</li> </ul>
Response
<ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate response activities associated with search and rescue including locating, extricating, and providing medical treatment on site to victims trapped in collapsed structures.</li> <li><input type="checkbox"/> Request additional search and rescue resources through the Operational Area EOC if necessary.</li> <li><input type="checkbox"/> Support criminal investigation activities.</li> </ul>
Recovery
<ul style="list-style-type: none"> <li><input type="checkbox"/> Release excess personnel and equipment according to demobilization plan.</li> <li><input type="checkbox"/> Complete required administrative and financial forms for reimbursement and to meet legal requirements.</li> <li><input type="checkbox"/> Participate in the After Action Report.</li> </ul>

## Terrorism

<b>ESF # 10 – HAZARDOUS MATERIALS</b>	
<b>Primary Department: Oakland Fire Department</b>	
<b>Preparedness (Pre-event)</b>	
<input type="checkbox"/>	Develop, train, and exercise decontamination to chemical, biological, nuclear, radiological, and explosive threats.
<input type="checkbox"/>	Identify and maintain appropriate personal protective equipment for responders.
<input type="checkbox"/>	Identify and maintain decontamination equipment.
<b>Response</b>	
<input type="checkbox"/>	Establish decontamination protocols specific to the incident.
<input type="checkbox"/>	Establish a decontamination site in a safe area.
<input type="checkbox"/>	Support triage and on-scene medical care.
<input type="checkbox"/>	Coordinate with ESF #8 – Public Health and Medical on establish safety zones and procedures for responders and the public.
<input type="checkbox"/>	Conduct sampling and analysis to help identify the agent/threat and potential effects.
<input type="checkbox"/>	Support decontamination of victims and the incident site(s).
<input type="checkbox"/>	Support criminal investigation activities.
<b>Recovery</b>	
<input type="checkbox"/>	Support decontamination of the incident site(s).
<input type="checkbox"/>	Conduct sampling and analysis of incident site(s).
<input type="checkbox"/>	Support on-going criminal investigation activities.
<input type="checkbox"/>	Release excess personnel and equipment according to demobilization plan.
<input type="checkbox"/>	Complete required administrative and financial forms for reimbursement and to meet legal requirements.
<input type="checkbox"/>	Participate in the After Action Report.

<b>ESF #13 – LAW ENFORCEMENT</b>	
<b>Primary Department: Oakland Police Department</b>	
<b>Preparedness (Pre-event)</b>	

<b>ESF #13 – LAW ENFORCEMENT</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate with the North California Regional Intelligence Center (NCRIC), the Terrorism Early Warning Group (TEWG), Alameda County Sherriff’s Office, Cal OES, and the regional FBI office to gather and act upon threat information in a timely manner.</li> <li><input type="checkbox"/> Desensitize and share appropriate threat and warning information with other field units within the City as appropriate (e.g., Oakland Public Works Department (OPW) traffic maintenance teams).</li> <li><input type="checkbox"/> Develop, maintain, and train OPD officers on criminal investigations associated with terrorism events.</li> </ul>
<b>Response</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Conduct law enforcement activities in accordance with OPD in accordance with general orders or training bulletins.</li> <li><input type="checkbox"/> Support urban search and rescue activities.</li> <li><input type="checkbox"/> Support evacuation of the area and triage and support medical service activities.</li> <li><input type="checkbox"/> Secure the scene and establish incident command in a secure area safe from potential secondary hazards or devices.</li> <li><input type="checkbox"/> Coordinate with Operational Area, state and federal entities on local investigation.</li> <li><input type="checkbox"/> Participate in the JOC.</li> </ul>
<b>Recovery</b>
<ul style="list-style-type: none"> <li><input type="checkbox"/> Provide security for incident site.</li> <li><input type="checkbox"/> Participate in follow-up criminal investigation activities.</li> <li><input type="checkbox"/> Release excess personnel and equipment according to demobilization plan.</li> <li><input type="checkbox"/> Complete required administrative and financial forms for reimbursement and to meet legal requirements.</li> <li><input type="checkbox"/> Participate in the After Action Report.</li> </ul>

<b>ESF # 15 – PUBLIC INFORMATION</b>
<b>Primary Department: City Administrator’s Office</b>
<b>Preparedness (Pre-event)</b>

## Terrorism

ESF # 15 – PUBLIC INFORMATION
<ul style="list-style-type: none"><li><input type="checkbox"/> Establish and test mechanism for sharing and coordinating information among responding agencies.</li><li><input type="checkbox"/> Develop pre-scripted messages and information materials on WMD.</li><li><input type="checkbox"/> Develop and test methods to disseminate information.</li></ul>
Response
<ul style="list-style-type: none"><li><input type="checkbox"/> Develop and disseminate accurate information in a timely manner.</li><li><input type="checkbox"/> Send a liaison to work with the JIC established by the FBI or FEMA or other levels of government.</li><li><input type="checkbox"/> Monitor the media to correct bad information quickly, clarify gaps in information, and potential problem areas and stop the spread of rumors that can cause people to take actions that can be harmful to their recovery.</li><li><input type="checkbox"/> Establish and work with ESF #13 – Law Enforcement to designate an area for media and their equipment (satellite trucks) in a safe zone near the incident site.</li><li><input type="checkbox"/> Establish and implement a schedule of media updates.</li></ul>
Recovery
<ul style="list-style-type: none"><li><input type="checkbox"/> Provide updates to the public on recovery activities.</li><li><input type="checkbox"/> Conduct community outreach efforts to support recovery initiatives.</li><li><input type="checkbox"/> Complete required administrative and financial forms for reimbursement and to meet legal requirements.</li><li><input type="checkbox"/> Participate in the After Action Report.</li></ul>

## V. Policies

The following agreements, procedures, plans, and guidelines apply to the execution of the Terrorism Annex:

- The Terrorism Annex will assist in coordination with impacted departments without regard to race, color, national origin, religion, nationality, sex, age, disability, limited English proficiency, economic status, or sexual orientation.

- The City of Oakland Police Department will apply the appropriate level of direction and control to protect life, property, and vital facilities<sup>3</sup>.
- Unified Command shall be utilized in the event an incident requires multiagency response. .
- The nature and scope of many terrorism incidents will require federal government support and assistance during the phases of prevention, response, and recovery.

## VI. References

The following agreements, procedure, plans, and guidelines apply to the execution of the Terrorism Annex, in addition to references listed in the EOP and ESFs associated with this Annex:

- City of Oakland Emergency Operations Plan
- Assessment of Local, State, and Federal Request Processes for Defense Support to Civil Authorities in the United States (December 2009)
- Article 15 of the California Emergency Services Act (Chapter 7, Division 1, Title 2 of the Government Code)
- Title 32, United States Code, Section 109(c) and the California State Military Reserve Act
- California Code of Regulations, Title 19, §2920, §2925, and §2930
- California OES Law Enforcement Guide for Emergency Operations
- (1 Jul 96)
- California Counter-Terrorism Handbook for Patrol and Public Safety Officers California Law Enforcement Mutual Aid Plan (Bluebook) State of California, Governor’s Office of Emergency Services December 2006
- Presidential Decision Directive (PDD) #39
- Homeland Security Presidential Directive (HSPD) #5, Management of Domestic Incidents
- Homeland Security Presidential Directive (HSPD) #8, National Preparedness
- Presidential Decision Directive (PDD) #62, May 1998, Protection Against Unconventional Threats to the Homeland and Americans Overseas
- Title 18, USC, Section 2332a, Weapons of Mass Destruction
- Title 18, USC, Sections 175-178, Biological Weapons Anti-Terrorism Act
- Title 18, USC, Sections 371-373, Conspiracy

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<sup>3</sup> City of Oakland Police Department Training Bulletin III-G: Crowd Control and Crowd Management.

## Terrorism

- Title 18, USC, Sections 871-879, Extortion and Threats
- Title 18, USC, Sections 1365, Tampering with Consumer Products
- PL 104-132, Antiterrorism and Effective Death Penalty Act of 1996
- PL 104-201, Defense Authorization Act for Fiscal Year 1997, Title XIV—Defense Against Weapons of Mass Destruction
- Public Law 92-288 as amended
- Code of Federal Regulations, Title 44, Section 206