

**MATRIX TO DETERMINE YOUR  
PRESENT POSITION IN**

**TERRORISM  
PREPAREDNESS**



## EMERGENCY SERVICE TERRORISM PREPAREDNESS MATRIX

The war on terrorism has brought extensive focus on terroristic events and preparedness by the fire service. While catastrophic events are not likely in most of our communities, the potential for some events does exist, and preparations for response and mitigation must be in place to successfully intervene and bring the situation to a satisfactory and successful resolution. There should be an expectation on the part of emergency services that law enforcement will require fire, rescue, EMS and related services, and those services will be expected to provide specific support to these types of incidents.

Since the attacks of September 11, 2001, we at VFIS/ESECG have repeatedly received queries from emergency service organizations including

1. How can we tell if we have a terrorism threat in our community?
2. How can we tell if we are ready for an act of terrorism?
3. What do we need to do to prepare?
4. Once developed, how can we implement our plan?
5. How can we pay for getting ready—grants? Are Homeland Security funds available?

### RESPONSE REALITIES

The first question to ask is simply, to what types of “terrorism” incidents have emergency services been dispatched? Some specific real world examples include:

- barricaded individuals with and without hostages
- bomb scares and actual bomb incidents
- fires
- hazardous materials incidents and contamination
- night-time incidents
- evacuation
- traffic and crowd control
- rescue services (traditional, trench, collapse, etc.)
- asset/equipment support

In these situations, emergency services have been expected to perform a variety of services including:

- medical services and triage
- crowd control and traffic control
- rescue victims and hostages from adverse situations
- stand by and assist bomb squads
- provide building plans and tactical equipment for building access
- hazmat team support
- general manpower and equipment services
- fire suppression
- decontamination
- provide lighting and power

It is important to recognize that “terrorism” occurs from three basic venues:

State \* sponsored (international)

Special interest (international and domestic)

Militant (domestic)

and are generally premeditated, politically motivated, violent, and perpetrated against non-combatant targets by sub-national groups or clandestine agents usually intending to influence an audience. While special interest and militant groups may be considered similar, the ultimate profile of membership, resources available, and types of incidents will differ, based on their funding and support level, thus they are considered separate.

Any of these groups, when taking action, seeks to create an impact (psychological, social, and economic); affects recognizability (impact on assets); looks to expand recuperability (time to repair); and exploits vulnerability (accessible versus vulnerable). Once they have acted a response is required. Today, there is an expectation on the part of the general public that Emergency Responders will respond and take extraordinary actions to save life and property. Over the years however, emergency services have found that calculated risktaking must be paramount in the minds of emergency service officers in these situations. Thus, planning, equipping, and training become essential to successful interventions by emergency services in any such event.

\* State refers to International Country/Group sponsorship

The reality is: most emergency service organizations have not

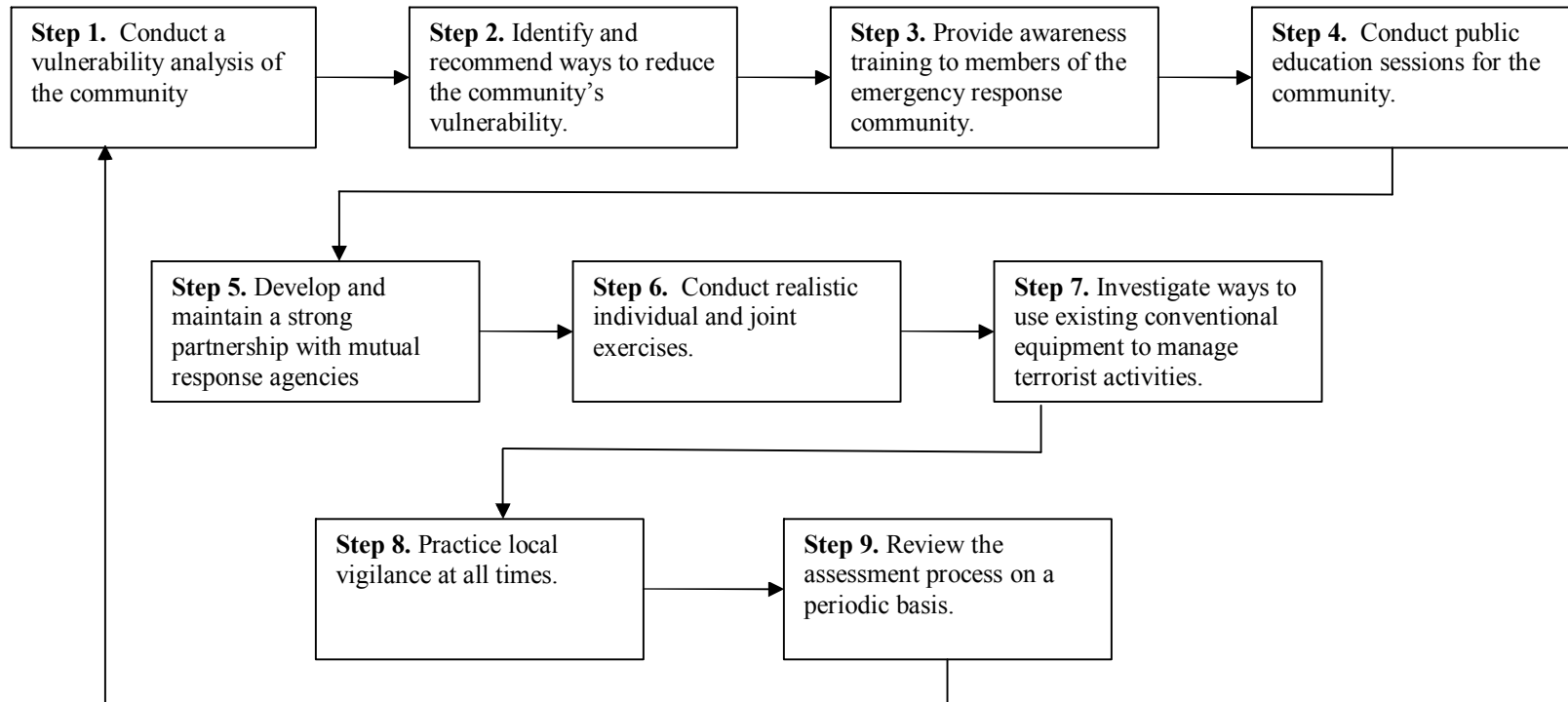
- analyzed the true threat
- analyzed the level of exposure (potential probability/severity of a threat)
- determined what equipment, training, and planning is necessary
- appropriately planned to achieve full readiness over time

To help the average emergency service organization better prepare for various types of terrorism response and management, VFIS/ESECG has created this system of analytical tools to complete and enhance your level of readiness. These tools include a specific application of a Risk Assessment Process to Terrorism Readiness:

1. Threat Assessment Analysis
2. Homeland Security Warning Matrix Action Plan
3. Resource Assessment Matrix
4. Action Planning Chart

**RISK ASSESSMENT PROCESS**

The assessment process is a comprehensive approach to readiness. The process can be depicted as a flow chart, characterized as follows



Specifically, these tasks include

**Step 1.        *Conduct a vulnerability analysis of the community***—This will assist you in determining which buildings, structures, processes, means of public transportation, unique occupancies, etc. may be targets of terrorist acts. While the local law enforcement agency will be the lead organization in identifying targets and threats, for each such target it is important for emergency service organizations to be in constant communication with local law enforcement, for enhancing all identification of threats, the understanding of changes in threat levels, the planning–equipping–training for threats, and coordinated response if needed.

**Step 2        *Identify and recommend ways to reduce the community’s vulnerability***—This will assist owners, managers, and operators of facilities that qualify as potential targets. Those involved can enhance their own security and preparedness based on your assessment; and perhaps increase their vigilance. While not all locations and communities have the same exposure to each threat, the assessment needs to be conducted in the interest of public safety.

**Step 3.        *Provide awareness training to members***—This involves several components.

1. First, the Communications/Dispatch team, the critical link between the caller and the units being dispatched must be well trained. A set of predetermined questions to ask callers is a good idea.
2. Second, provide awareness training to all first responders and others on how to quickly obtain vital information about the incident conditions.
3. Third, train the responders to a level that demonstrates commitment, proficiency, and confidence, within the parameters of your municipal direction.
4. Fourth, network with other responders, share information, identify issues, and know where to go to for information.
5. Finally, conduct independent research and study to enhance knowledge and self confidence in this discipline.

**Step 4.        *Conduct public education sessions for the community***—Educate the public via the media to serve as extra eyes and ears for emergency services in the community.

**Step 5.        *Develop and maintain a strong partnership with mutual response agencies***—Identify key personnel to maintain contact with, and maintain that contact.

**Step 6.**        *Conduct realistic individual and joint exercises*—Tabletop exercises, simulations, live exercises, and general discussions all promote the concept of readiness and serve as invaluable preparedness initiatives. The exercises should be based on realistic potentials and work toward realistic outcomes.

**Step 7.**        *Investigate ways to use existing conventional equipment to manage terrorist activities*—New and unique equipment creates a cost factor, a training factor, and a maintenance factor. Thus, the ability to identify current resources that can be used in place of newer, specially designed equipment may prove to be efficient and cost-effective ways to manage these issues. Ask neighboring emergency service organizations, visit regional meetings, and inquire of larger emergency service providers how they have handled these issues.

**Step 8.**        *Practice local vigilance at all times*—All members of the community, not just emergency responders must remain vigilant to the potential for terrorism. Unusual circumstances, conditions, situations, events require reporting law enforcement, not just by emergency responders but the general public at large. For this to be effective though, the general public must be educated properly.

**Step 9.**        *Review the assessment process on a periodic basis.* – Like any decision-making process, periodic review and assessment is needed. This process is no different.

*This decision-making process is flexible enough to your individual needs. The components order can be modified if desired or necessary. This process assists the emergency response team by enhancing its planning, information sharing, thought processes, and state of readiness.*

**THREAT ASSESSMENT PROCESS**

The threat assessment process is a look at various exposures or threats to the community. This assessment should be completed in conjunction with local law enforcement. If a separate assessment is conducted by fire/EMS personnel alone, law enforcement must be contacted to verify the threat.

1. For each threat, determine if there is a threat (yes or no) and whether that threat is local, regional, or national.
2. For each threat that exists, planning, equipment, and training must be evaluated. For each of these three components, indicate what actions have been taken.
3. After analyzing what action has been completed and if it meets the threat, indicate what is needed to be done with regard to planning, training, and equipping.

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations–  Best Practices Taken	Actions Needed  Comments
Arson		Planning  Equipment  Training	



Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
Bombing		Planning  Equipment  Training	
Kidnapping		Planning  Equipment  Training	

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
Plane/Boat Hijacking		Planning  Equipment  Training	
Assassination		Planning  Equipment  Training	

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
Maiming (e.g. intentional physical attack upon people)		Planning  Equipment  Training	
Biological (e.g. anthrax, plague small pox, tularemia, brucellosis, Q fever, septic biological agents, botulinum toxins, viral hemorrhagic fever)		Planning  Equipment  Training	

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
Nuclear		Planning  Equipment  Training	
Chemical (e.g. ricin, sarin)		Planning  Equipment  Training	

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
International Narcotics		Planning  Equipment  Training	
Ambush		Planning  Equipment  Training	

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
Ecological		Planning  Equipment  Training	
Carjacking		Planning  Equipment  Training	

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
Robbery		Planning  Equipment  Training	
Extortion		Planning  Equipment  Training	

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
Raids/Attacks		Planning  Equipment  Training	
Psychological		Planning  Equipment  Training	



Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
Radiological		Planning  Equipment  Training	
Infrastructure Attack		Planning  Equipment  Training	

Threat	Impacted Yes/No Local–L Regional–R National–N	Response Preparations– Best Practices Taken	Actions Needed Comments
		Planning  Equipment  Training	
		Planning  Equipment  Training	

**HOMELAND SECURITY WARNING MATRIX ACTION PLAN**

A warning matrix for emergency services (consistent with National Threat Warning System) exists to define what actions will be taken by emergency services at each level.

<b>RATING</b>	<b>LEVEL</b>	<b>ACTION</b>
Severe	5	Activate municipal terrorism task force and EOC. React to specifics of threat (defense contractor, public spaces, national monument, etc.)
High	4	Lock down stations; invoke special precautions
Elevated	3	Advise personnel of status, evaluate apparatus and procedures based on threat specifics
Guarded	2	Advise stations of change in operational state
Low	1	Normal operational state

Develop your specific plan

<b>RATING</b>	<b>LEVEL</b>	<b>ACTION</b>
Severe	5	
High	4	
Elevated	3	
Guarded	2	
Low	1	

**RESOURCE ASSESSMENT**

Based on your threat assessment, indicate the type of equipment you deem needed and where it can be accessed. We have included some additional equipment for consideration.

<b>Resources Needed</b>	<b>Required Y/N</b>	<b>Why Required</b>	<b>Obtained Y/N</b>	<b>Availability and how to access Local–L, Regional–R, National–N</b>
<b>DETECTION</b>				
Explosives Detection Devices				
Nuclear Radiation Detection Devices				
Thermocycler Biological Agent Detector				
Biological Agent Detector				
Multi-Gas Detector				
Chemical Identification Kit				
Surface Acoustic Wave Detector				
Ion Mobility Spectrometry Detector				
Flame Ionization Detector				
Thermal Imaging Camera				
Colorimetric Tube System				
Mirrors (tactical, detective, inspection)				
Magnascanners				
Hand-Held metal/weapons detectors				
PID				

<b>Resources Needed</b>	<b>Required Y/N</b>	<b>Why Required</b>	<b>Obtained Y/N</b>	<b>Availability and how to access Local–L, Regional–R, National–N</b>
<b>PROTECTION</b>				
Domestic Preparedness Suits - Level A				
Domestic Preparedness Suits - Level B				
Domestic Preparedness Suits - Level C				
Domestic Preparedness Suits - Level D				
Protective Overgarments Vests/Undergarments/				
Chemical Protectant Gloves				
Duct Tape				
Overboots				
Strapper boots				
BLS Medical Equipment				
Automatic External Defibrillator				
Self Contained Breathing Apparatus				
Particulate/filter respirators				
Half/Full face respirators				
Gas Masks				
Replacement canisters				
Powered Air Purified Respirators				

<b>Resources Needed</b>	<b>Required Y/N</b>	<b>Why Required</b>	<b>Obtained Y/N</b>	<b>Availability and how to access Local–L, Regional–R, National–N</b>
<b>DECONTAMINATION</b>				
Individual Decon Shower				
Folding Decon Shower				
Inflatable Shower System				
Portable Hot Water Heater				
Waste Pool				
Secondary Containment Bladder				
Hydration Equipment				
Folding Shelter				
Inflator				
Sump Pump				
Portable hand pumps				
High pressure manifolds				
Required Hose Assemblies				
Air services				
<b>VEHICLE RESOURCES</b>				
Appropriate Vehicle				
Generator				
Light Tower				
Communications Capability				
Meteorological Station				
Emergency Warning Light System				
Portable 110 Volt Lighting System				

<b>Resources Needed</b>	<b>Required Y/N</b>	<b>Why Required</b>	<b>Obtained Y/N</b>	<b>Availability and how to access Local–L, Regional–R, National–N</b>
<b>INCIDENT MANAGEMENT</b>				
Incident Command Board				
Temporary Storage/Holding Cells				
Mass Casualty Management Kit				
Command shelter				
ICS vests				
Interoperable Radio communication equipment				
Computer Capability				
Morgue				
<b>ADVANCED LIFE SUPPORT EQUIPMENT</b>				
Specialty treatment center for radiation exposure and other exposures – what hospitals are equipped and certified to handle what patients				
Availability of antidotes (know location)				

<b>Resources Needed</b>	<b>Required Y/N</b>	<b>Why Required</b>	<b>Obtained Y/N</b>	<b>Availability and how to access Local–L, Regional–R, National–N</b>
<b>LOCAL COORDINATION AND PRE-PLANNING</b>				
Coordination with:				
• physicians				
• coroner				
• hospital				
• police				
• sheriff				
• EMS				
• State EMA				
• County EMA				
• Local EMA				
• Health Services				
• 911 Center				
• USAR team				
• Diagnostic labs				
• Veterinary facility				
• Epidemiologist				
• Chamber of Commerce				
• Municipal management				
• County management				
• Funeral directors				
• Red Cross				
• Salvation Army				



Resources Needed	Required Y/N	Why Required	Obtained Y/N	Availability and how to access Local-L, Regional-R, National-N
MISCELLANEOUS				

**ACTION PLANNING CHART**

For each issue, task, or equipment identified, assign the evaluation process to an appropriate person and build your action plan to bring your planning process to completion.

<p><b>Item:</b> _____  <b>Action to Take:</b></p> <p><b>Assigned to:</b> _____ <b>Completed</b></p>	<p style="text-align: center;"><b>Priority</b></p> <p>___ <b>Urgent – less than 30 days</b>          ___ <b>90 days</b>          ___ <b>Annual Plan</b>          ___ <b>Strategic Plan</b></p>
<p><b>Item:</b> _____  <b>Action to Take:</b></p> <p><b>Assigned to:</b> _____ <b>Completed</b></p>	<p style="text-align: center;"><b>Priority</b></p> <p>___ <b>Urgent – less than 30 days</b>          ___ <b>90 days</b>          ___ <b>Annual Plan</b>          ___ <b>Strategic Plan</b></p>
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<p>Item: _____          Action to Take:</p> <p>Assigned to: _____ Completed</p>	<p style="text-align: center;"><b>Priority</b></p> <p>___ Urgent – less than 30 days          ___ 90 days          ___ Annual Plan          ___ Strategic Plan</p>
<p>Item: _____          Action to Take:</p> <p>Assigned to: _____ Completed</p>	<p style="text-align: center;"><b>Priority</b></p> <p>___ Urgent – less than 30 days          ___ 90 days          ___ Annual Plan          ___ Strategic Plan</p>
<p>Item: _____          Action to Take:</p> <p>Assigned to: _____ Completed</p>	<p style="text-align: center;"><b>Priority</b></p> <p>___ Urgent – less than 30 days          ___ 90 days          ___ Annual Plan          ___ Strategic Plan</p>

<p>Item: _____          Action to Take:</p> <p>Assigned to: _____ Completed</p>	<p><b>Priority</b>  <input type="checkbox"/> Urgent – less than 30 days  <input type="checkbox"/> 90 days  <input type="checkbox"/> Annual Plan  <input type="checkbox"/> Strategic Plan</p>
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<p>Item: _____          Action to Take:</p> <p>Assigned to: _____ Completed</p>	<p><b>Priority</b>  <input type="checkbox"/> Urgent – less than 30 days  <input type="checkbox"/> 90 days  <input type="checkbox"/> Annual Plan  <input type="checkbox"/> Strategic Plan</p>

This completes your planning process, but remember, as the risk assessment process states, you must constantly monitor what is occurring and take appropriate action to modify your practices, tools, equipment, planning, training etc. to be prepared for terrorism incidents.

By now you should also see that the actions you will be required to perform may be no different than you have been performing for years.

At least now, you have completed a process to validate what you have believed to be true.

Good luck!

