

ANNEX A

Homeland Security

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Section 1- Introduction

Preface

The public safety community of Davis County cannot over-emphasize the importance of protecting and securing our assets and resources, whether public or private, against terrorist type activities. This plan is a comprehensive overview complete with response guidelines and protocols to help protect from, and in the event of a terrorist type incident in Davis County.

The population in Davis County is nearing 250,000. This does not include tourists. On a summer day with Antelope Island and local amusement parks and water parks full, this number would approach 300,000. A terrorist attack in or near the county would affect us in a variety of ways. Areas of concern would include various infrastructures such as government buildings, roadways, railways, utilities, privately owned businesses, schools, bridges, water supplies, and power stations. Also located with the county is a major portion of, and access roads into Hill Air Force Base. Considering all these factors, it is our duty to concern ourselves with the advance preparation on how to protect against, and respond properly, safely, effectively and efficiently to a terrorist type attack.

Based upon these concerns, Davis County is justified and compelled to spend the time, effort, and finances that are needed to plan for, prevent and mitigate incidents related to a terrorist attack. Protection of life, property and the environment are our top priorities.

This plan will outline protective measures and actions of Davis County government as well as provide a foundation for all jurisdictions and disciplines in the county that may respond to a terrorist threat. In the interest of public protection, all agencies involved in emergency response should know and exercise this plan.

Purpose

In light of the current world environment wherein terrorism incidents aimed at the United States, it's interests, and/or citizens are of frequent occurrences, and the much publicized and well-known fact that there exist many organizations based in hatred of the United States and it's allies, it is well within the scope of preparedness to include plans for a response to terrorism. Homeland security is the basic title for these plans. It includes all known aspects of emergency management, but with specific guidance based on the possibility of terrorism and a response to a terroristic incident. Even though the possibility of such an incident occurring in Davis County is very low, as citizens and government officials it is our duty to do our part in preventing and being prepared for such and incident. The consequences, if unprepared, could easily be catastrophic.

PROCEDURES FOR PLAN MAINTENANCE

1. A yearly review of this plan will be conducted by the Sheriff's Office Emergency Services Division to evaluate the overall effectiveness of this plan relative to the preparedness and intelligence and investigatory aspects of operations.
2. As revisions are made, they will be provided to all individuals and agencies/departments involved with the execution or support of the plan. It is the responsibility of the copyholder to keep individual copies current.
3. Each person, agency or department who is to be notified in the event of a terrorist incident/activity shall be responsible to provide to the Davis County Sheriff's Office Emergency Services Division any personnel changes and contact numbers for emergency notification.
4. Viability of this plan can also be exercised (simulated scenario or real intelligence based). Each alert and notification will be followed by a critique to review the effectiveness of this plan. A corrective action program will be established as necessary.

INTRODUCTION

As a result of domestic terrorist attacks at the New York World Trade Center towers and the Washington D.C. Pentagon, and terrorist attacks around the world, our nation and individual communities have taken great strides to improve homeland security. Public safety, government leaders, citizens, and industry have cooperated as never before to fight against all terrorist type attacks on our way of life and the freedoms we enjoy.

Terrorism is new to many citizens in the United States. We are a nation and community at risk to the threat. The terrorist threat to America takes many forms, has many places to hide, and is often invisible. Yet, the need for homeland security is not tied solely to today's terrorist threat. The need for homeland security is tied to our enduring vulnerability. Terrorists wish to attack us and exploit our vulnerabilities due to, and because of, the freedoms that we enjoy.

All jurisdictions in Davis County have no more important mission than protecting lives and property within their boundaries from future terrorist attacks and any other threat that they may encounter.

We must rally our entire community to overcome this new and very complex challenge. Homeland security is a shared responsibility. We need compatible and mutually supporting federal, state, local and private-sector strategies. Our plan seeks to achieve that cooperation by putting in place an effective plan and objectives that can be used to reach the commitment that is necessary at a local level by all. The Plan seeks to accomplish this by answering the following:

- * What is "homeland security" and what missions does it entail?
- * What do we seek to accomplish, and what are the most important goals of homeland security?
- * What are the various jurisdictions and response disciplines in Davis County doing now to accomplish these goals and what should they do in the future?
- * What should other government agencies, the private sector, and citizens do to help secure our communities?

This Homeland Security Plan calls on our communities' talents and resources to enhance our protection and reduce our vulnerability to terrorist attacks. We will prevail against all who believe they can stand in the way of our commitment to freedom, liberty and our way of life.

DEFINITIONS

Terrorism is defined by the Department of Justice as:

“A violent act or an act dangerous to human life, in violation of the criminal laws of the United States or any segment to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives.”

While individual definitions of terrorism may vary slightly, all sources agree that terrorists are willing to use violence to create fear in order to achieve their objective(s). This means that not only the target, but also more importantly, the motivation defines an act of terrorism.

The FBI recognizes two categories of terrorism: Domestic terrorism, and International.

Domestic terrorism involves groups or individuals whose terrorist activities are directed at elements of our government without foreign direction. The Oklahoma City bombing is an example of domestic terrorism.

International terrorism involves groups or individuals whose terrorist activities are foreign-based and/or directed by countries or groups outside the United States or whose activities transcend national boundaries. The World Trade Center bombing is an example of international terrorism.

WMD (Weapon of Mass Destruction)

FY97 National Defense Authorization Act, Public Law 104-201, September 23, 1996 (quoted at <http://www.fas.org/nuke/control/ctr/docs/hr3230-2.html>), giving it added field-context credibility

(1) The term "weapon of mass destruction" means any weapon or device that is intended, or has the capability, to cause death or serious bodily injury to a significant number of people through the release, dissemination, or impact of--

(A) toxic or poisonous chemicals or their precursors;

(B) a disease organism; or

(C) radiation or radioactivity.

THE FBI DEFINES WMD BY DEGREE OF DAMAGE INFLICTED, "The FBI and Weapons of Mass Destruction," August 1999 (<http://www.fbi.gov/contact/fo/norfolk/wmd.htm>)

"Mass casualties and extensive property damage are the trademarks of weapons of mass destruction, making their detection, prevention, and destruction an FBI priority. A weapon of mass destruction (WMD), though typically associated with nuclear/radiological, chemical, or biological agents, may also take the form of explosives, such as in the bombing of the Alfred P. Murrah Federal Building in Oklahoma City, Oklahoma in 1995. A weapon crosses the WMD threshold when the consequences of its release overwhelm local responders."

PLANNING ASSUMPTIONS

Planning assumptions are those fundamental suppositions, perspectives, guiding philosophies, positions, mutual understandings or rationales upon which the plan is based. These fundamentals are the basis or reason why certain concepts are selected over others. They help explain why the organization has determined to take certain actions over other choices or selections. This plan is based upon the following fundamental planning assumptions:

- 1) An attack on any target within Davis County could produce death and/or injuries to citizens and emergency response personnel and/or result in damage to critical facilities that may overwhelm local emergency response capabilities. A WMD or extraordinary criminal event in Davis County will require extraordinary efforts in coordination, resource management and public information.
- 2) Preparedness activities in Davis County have been based upon the “most likely scenario” or “most probable” terrorist event occurring rather than the “worst case.”
- 3) Complete cooperation and open communication exists between Law Enforcement jurisdictions at the following levels of Government:

Federal -to- State	State -to- Region
Region -to- County	County -to- City
- 4) The Northern Utah Regional Homeland Security Coalition, and Davis County Emergency Services has contact with the JTTF (Joint Terrorism Task Force) via local law enforcement. This is critical since most homeland security investigations will require communication and cooperation between federal, state and local law enforcement agencies.
- 5) Alerts and subsequent notifications will take place in a timely fashion between all levels of law enforcement jurisdictions.
- 6) Law enforcement sensitive information is defined as information or intelligence, which if publicized, would compromise law enforcement intelligence sources, investigations and methodologies.
- 7) Public safety sensitive information is defined as information or intelligence that must be shared, and that is deemed critical to the safety and well being of emergency responders and government officials.
- 8) Federal funding will be made available in the near future to help assist state and local efforts in homeland security activities. The county and the region homeland security groups will attempt to coordinate use of federal dollars in order to maximize benefits to the community as a whole.
- 9) The Northern Utah Regional Homeland Security Coalition is fully supported and recognized by the state Homeland Security Task Force.
- 10) The National Homeland Security Alert System can be activated on any jurisdictional level, by and for, the respective jurisdiction.
- 11) National and state homeland security agencies are and will continue to be supportive of regional and local homeland security efforts with guidance and direction, training, and funding, etc.
- 12) Northern Utah communities in the Northern Utah Regional Homeland Security Coalition are, and will continue to support regional homeland security efforts.
- 13) Funding from the Federal and State homeland security agencies will be directed to local agencies through a regional mechanism. This mechanism will prioritize and submit programmatic funding proposals to the state, on a regional basis. However, dispersals will be directed through and controlled locally.

- 14) A terrorist threat in Davis County is defined as: “The threat of a violent act, which act would be dangerous to human life, intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives, which is received directly from the terrorist, or through credible intelligence. The threat need not be specific.”
- 15) Terrorist threat response is guided by three priorities: 1) life safety, 2) incident stabilization, and 3) protection of property and the environment. The safety of responders will always be of high consideration.
- 16) A suspected terrorism incident would result in the suspicion that any and all types of chemical and biological agents may be present, thus requiring appropriate personal protective and detection equipment for responders. This may result in delayed entry into the scene by responders.
- 17) There will be a significant time delay between the request for State and/or Federal assets and when they are received.
- 18) The Federal Government will be involved in a response to a terrorist incident in Davis County. The FBI will act as the lead agency during crisis management with FEMA acting as the lead agency during consequence management.
- 19) Any terrorist incident could result in a long recovery period.
- 20) Operational strategic goals for a terrorist threat response (pre-event) are: Intelligence, Investigation, Alert and Notification, Infrastructure Protection, Dignitary Protection, Public Information, and Demobilization.
- 21) With the national emphasis in homeland security, sufficient training and equipment for response personnel will be made available to enable an adequate response by the emergency response community.
- 22) This plan will work in conjunction with, and will respect, the jurisdictional authorities and responsibilities as outlined in emergency plans of local governmental agencies, governmental districts, private industries/businesses as well as the State of Utah.
- 23) All jurisdictions in Davis County endorse the philosophy to prepare in advance, and to respond and properly manage terrorist threat incidents.
- 24) All emergency response personnel will implement procedures for the safe resolution of terrorist threats within the scope of their individual departmental training and response capability.
- 25) All cities within the county, departments, response disciplines and personnel are familiar with their respective Emergency Operations Plans and with their personal and departmental roles and responsibilities as outlined in those plans.
- 26) In as much as Davis County is located between the state capitol, Salt Lake City, and Ogden City, and that located within these two cities are numerous potential targets for terrorism, an attack in either of these counties could result in significant affects to Davis County.
- 27) This plan is in addition to, an appendix to, and/or annex to the various City and County Emergency Operations Plans. All concepts in those plans are in effect and are not abrogated by this hazard specific plan. This plan provides further clarification of specific response actions involving terrorist threat incidents.

Section 2 -Homeland Security Organizational Plan

MISSION STATEMENT

The mission of the Emergency Services Coordinator in preparing this plan is to ensure the health, safety, well-being and rights of the citizens and visitors in Davis County from man-made threats against freedom and life, and to protect and preserve the area's environment and infrastructure.

VISION

The vision of the Emergency Services Coordinator is, with the assistance from local police and fire officials, identify and resolve issues regarding the planning, training and preparation for, and response to, terrorist activities that are most likely to occur within the county. All public safety participants agree that efficiency and effectiveness can only be achieved when jurisdictional issues, turf, and stand-alone efforts are set aside and cooperation, collaboration and partner- shipping are implemented. All participants to this plan support and value this forum that allows for addressing each other's issues and concerns.

STRATEGIC GOALS

Strategic goals are broad and general statements of what an organization is trying to accomplish and essentially describes how, or what things the group will attempt to achieve, in order to fulfill its mission. Generally, strategic goals are not prioritized nor listed sequentially. The strategic goals incorporated into this plan are:

- 1) Proactively conduct investigations and intelligence operations regarding known or suspected terrorist activities,
- 2) Effectively communicate, coordinate and partner with state, federal and other local agencies,
- 3) Provide effective public information on homeland security before, during or after a terrorist activity,
- 4) Develop appropriate plans, procedures and operational response capabilities (to include Bio/Hazmat Response, JTTF, Emergency Services, Search and Rescue, etc.) to mitigate, prepare for, respond to and recover from acts of domestic terrorism.
- 5) Promote, support and coordinate homeland security volunteerism via countywide Citizen Corps training in CERT.

TACTICAL OBJECTIVES

To support the strategic goals, the Emergency Services Coordinator, or other appropriate personnel will accomplish specific tactical objectives that are related to each specific goal. Tactical objectives are those things that are done to accomplish the goals. Clearly defined objectives are a critical element and are necessary for the organization to accomplish its mission. Essentially, objectives indicate how the organizational goals are to be accomplished. Objectives are clear statements of “those things that must be done” and must be specific and demonstrable. The Homeland Security organization will accomplish the tactical objectives as follows for each respective goal:

Goal 1: Proactively conduct investigations and intelligence operations.

- Objective 1.1: Ensure that investigations and intelligence operations are conducted as appropriate and assist other local law enforcement, state and federal government agencies and private sector organizations in Homeland Security efforts.
- Objective 1.2: Encourage the development and maintenance of investigations and intelligence databases in conjunction with other law enforcement agencies.
- Objective 1.3: Cultivate and maintain reliable intelligence sources.
- Objective 1.4: Analyze investigations and intelligence, disseminate information, and make recommendations.
- Objective 1.5: Carry out criminal and domestic terrorism interdiction.

Goal 2: Effectively communicate, coordinate and partner with state, federal and other local agencies.

- Objective 2.1: Gather and disseminate investigations information, intelligence, and alerts in a timely manner.
- Objective 2.2: Enhance communication and coordination process among all homeland security jurisdictions and agencies.
- Objective 2.3: Develop and maintain effective partnerships within the investigations and intelligence communities.

Goal 3: Provide effective public information on homeland security before, during or after a terrorist activity.

- Objective 3.1: Develop and maintain a proactive, formalized public information program.
- Objective 3.2: Cultivate and maintain effective media relationships.
- Objective 3.3: Foster sensitivity and responsiveness to the information needs of the general public on homeland security issues.

Goal 4: Develop appropriate plans, procedures and operational response capabilities (to include Bio/Hazmat Response, JTTF, Emergency Services, and Search and Rescue, etc.) to mitigate, prepare for, respond to and recover from acts of domestic terrorism.

- Objective 4.1: Identify and evaluate potential terrorist targets, threats and areas of concern.
- Objective 4.2: Develop countywide homeland security plans and procedures to minimize Davis County’s exposure to terrorist threats.
- Objective 4.3: Identify available local, state and federal resources, available in the event of domestic terrorist incident.

Objective 4.4: Provide planning, training and exercise, as well as technical assistance within Davis County and assist other agencies as needed.

Goal 5: Promote, support and coordinate homeland security volunteerism via countywide Citizen Corps training in CERT.

Objective 5.1 Encourage local jurisdictions to support a CERT program in their community.

Objective 5.2 Assist in identifying, developing and coordinating volunteer programs that support the CERT program.

The preceding objectives will be constantly reviewed and evaluated for effectiveness and appropriateness as situations and assumptions change within the homeland security arena. It must be noted that these strategic goals and objectives are organizational goals and are NOT operational response goals and objectives (which are addressed later in the plan.)

TACTICAL ASSIGNMENTS

Objectives of the Emergency Services Coordinator can be further defined by assigning specific actions or assignments to specific persons or agencies. Tactical methods define how the objectives will be met. For purposes of this plan, and for simplification, it is understood that all tactical assignments listed here-in, will be accomplished by homeland security personnel, as follows:

Goal #1: Investigation and Intelligence - Assignments

- 1) Establish Homeland Security organization within the Davis County Sheriff's Office as the single point of contact for homeland security in the county.
- 2) Establish Homeland Security personnel/organizations within all jurisdictions, with clearly identified personnel as a single point of contact for homeland security in each agency and jurisdiction.
- 3) Assign Homeland Security personnel to be responsible for specific functions including investigations, intelligence, enforcement, interdiction, emergency services, search and rescue and public information, and others, as needed/required.
- 4) Establish information distribution protocols with local, state and federal agencies to Homeland Security.
- 5) Provide timely and accurate criminal investigations, intelligence, and technical assistance as needed.
- 6) Identify, investigate and assess terrorist threats against persons (e.g. public officials, residents, and others), public and private property and the environment; develop appropriate preventive measures and make recommendations.
- 7) Investigate and follow up on arrests and terrorism crimes.
- 8) Assist in preparation of cases for criminal, civil and administrative actions, as appropriate.

Goal #2: Partnership - Assignments

- 1) Encourage joint training and exercise of awareness and response to terrorist activities.
- 2) Support other local, state and federal homeland security investigations and intelligence operations.
- 3) Establish specific points of contact within local, state and federal government agencies and private organizations to facilitate homeland security investigations and intelligence needs.
- 4) Respond promptly to all internal and external contacts related to investigations and intelligence.
- 5) Motivate other local agencies and private organizations to collect and report data to and through homeland security, and work with other governmental agencies to coordinate threat assessment and response capabilities.
- 6) Complete all necessary mutual aid agreements and memoranda of understanding needed to facilitate homeland security and its mission.
- 7) Provide hot-line support for law enforcement agencies and private citizens.

Goal # 3: Public Information - Assignments

- 1) Develop policies and procedures for obtaining and disseminating information to the public.
- 2) Assign homeland security public information responsibilities.
- 3) Review homeland security material available; develop, produce and distribute necessary materials to media representatives and other stakeholders.
- 4) Initiate proactive contacts with media representatives; maintain a log of media contacts and public inquiries; regularly evaluate activities.
- 5) Provide outreach information resources for public and private organizations for awareness and individual and agency preparedness.
- 6) Promote public awareness of investigations/intelligence activities, as appropriate.

Goal # 4: Plans, Procedures, Response Capabilities - Assignments

- 1) Evaluate operational plans from local agencies, teams, and task forces, assessing capabilities and resources for consequence management.
- 2) Prepare and update agency communications plans and SOPs, as required.
- 3) Proactively include local agencies, teams, and task forces into the planning and training activities related to homeland security.
- 4) Proactively support and include the local Hazmat teams, JTTF, Emergency Services, Search and Rescue, and others in homeland security responses.

Goal #5: Citizen Corp Training - CERT

- 1) Encourage individual citizens to receive CERT training.
- 2) Meet with and assist local jurisdictions in creating CERT organizations, goals and training timetables.

The homeland security group will work towards accomplishing the organizational goals and objectives as outlined in this section.

COUNTY ORGANIZATIONAL MEMBERSHIP

Davis County Homeland Security Advisory Committee

Through Local Emergency Planning Committee (LEPC) meetings and personal contact, representatives from the following agencies/cities will be contacted to accomplish the planning goals:

Fire Departments

South Davis Metro Fire District	Farmington	Kaysville
Layton	South Weber	North Davis Fire District
Syracuse	Sunset	Clinton
HAFB		

Law Enforcement

Davis County Sheriff	Bountiful	North Salt Lake
Woods Cross	West Bountiful	Centerville
Farmington	Kaysville	Layton
Clearfield	Syracuse	Sunset
Clinton	HAFB	

Cities

Fruit Heights	South Weber	West Point
Bountiful	Centerville	North Salt Lake
Woods Cross	West Bountiful	Farmington
Kaysville	Layton	Clearfield
Syracuse	Sunset	Clinton

School Districts

Davis School District

Other Agencies

State Division of Emergency Services & Homeland Security
Federal Bureau of Investigation
Utah State Attorney General
Adult Probation and Parole
Davis County Attorney
USDA Forest Service
Davis County Health Department
Union Pacific Railroad
Salvation Army
American Red Cross
United Way
Lakeview Hospital
Davis North Medical Center
Amateur Radio Emergency Services
Solid & Liquid Waste Services
Hill Air Force Base
Utah Transit Authority

COUNTY ORGANIZATIONAL STRUCTURE

The Davis County Homeland Security Advisory Committee general membership consists as listed above. These agencies/cities are each represented within the county Fire Officers Association, Police Chiefs Association and LEPC.

The responsibility for the County Homeland Security Plan lies with the Special Services Division within the Sheriff's Office. The Davis County Sheriff has assigned Deputy Brent Peters as the Homeland Security Coordinator within the Sheriff's Office. It is his responsibility to develop Homeland Security plans for the Sheriff's Office in this lead position, and develop County Homeland Security plans as the County Emergency Services Coordinator and Chairman of the LEPC. The County Homeland Security Plan will be presented to the Davis County Homeland Security Advisory Committee in a regularly scheduled LEPC meeting for approval prior to adoption.

Sergeant Sue Campbell will provide these persons with essential information in reference to Homeland Security in regularly scheduled LEPC meetings.

Section 3 - Homeland Security Operational Plan

OPERATIONAL OVERVIEW

The purpose of this section is to formally establish an operational concept for the Emergency Services Coordinator, and to establish and standardize basic operational response actions and program activities within the county. By doing so, all jurisdictions that prepare for, or respond to a terrorist threat in Davis County will do so in a fully integrated manner, thus enhancing informational and resource effectiveness and efficiency. The goal is to make terrorist threat response in the county a standardized procedure complete with guidelines that all response agencies are familiar with and can subscribe to. This will decrease confusion during an alert because information systems will be in place and understood. It will also help in the coordination of programs associated with homeland security. This operational section is divided into ten areas:

- 1) Homeland Security Advisory System
- 2) Alert and Notification
- 3) Intelligence
- 4) Investigations
- 5) Critical Infrastructure Protection
- 6) Dignitary Protection
- 7) Public Information
- 8) Demobilization
- 9) Nuclear/Biological/Chemical Response
- 10) Citizen Corps

This plan is a joint effort between all agencies listed herein as stakeholders. Since most terrorist threat response will be in the form of investigations, intelligence gathering and informational sharing it only makes sense that some of these basic response concepts be itemized in this plan.

This plan is not a WMD response protocol for on-scene coordination. Rather, it is more of a “crisis” management plan for pre-event response that includes critical infrastructure protection. Citizen Corp concepts have also been included in this plan since the Citizen Corps focus is on pre-event preparation. A brief reference to the WMD Response Plan is included in this plan. However, specific details of a WMD response protocol can be found in the “Davis County Hazardous Materials Response Plan”

HOMELAND SECURITY ADVISORY SYSTEM

The advisory system is comprised of five color-coded alert conditions. These color-coded conditions describe the seriousness of the alerts, public response and government action. The advisory conditions are:

Low - Low Risk of Terrorist Attack - **Green color-code**

Routine security is implemented to preclude routine criminal threats.

Guarded - General Risk of Terrorist Attack - **Blue color-code**

General risk with no credible threats to specific targets.

Elevated - Significant Risk of Terrorist Attack - **Yellow color-code**

Elevated risk of terrorist attack but a specific region of the USA or target has not been identified.

High - High Risk of Terrorist Attack - **Orange color-code**

Credible intelligence indicates that there is a high risk of a local terrorist attack but a specific target has not been identified.

Severe - Severe Risk of Terrorist Attack - **Red color-code**

A terrorist attack has occurred or credible and corroborated intelligence indicates that one is imminent. This threat condition is normally declared for a specific location or critical facility.

The national advisory system is adopted at the local level as a means to inform public safety responders, as well as the public, of our level of threat here in Davis County. Although this is a national system, it is quite possible that:

- 1) An area in the Nation may be a higher threat level than locally. (i.e., Washington D.C. may be at a Severe (Red) threat level for a specific incident which does not effect us here in Davis County. Therefore, Davis County could possibly remain at an Elevated (Yellow) threat level.
- 2) The country may choose to issue a High (Orange) threat level (non-specific target) which would elevate Davis County to a High threat level as well.
- 3) The county or state may elevate to a higher threat level while the rest of the nation is still at an Elevated threat level.

Two detailed models of the advisory system (National and State of Utah) are contained in Appendix E

ALERT AND NOTIFICATION

It is assumed that information regarding terrorist activity will be received from one of three sources:

- 1) The State Division of Emergency Services and Homeland Security,
- 2) The JTTF (Joint Terrorism Task Force),
- 3) Local law enforcement agencies in Davis County.

If an alert is issued from the State or the JTTF, the notification will first come to the Regional Co-Directors (Lance Peterson – Weber County Emergency Services Director and/or Sgt. Brian Law – Davis County Sheriff’s Office). Once an alert is received at the Regional level, each County Sheriff’s Office will then receive notification of the alert from the Region.

If an alert is issued from a local law enforcement agency in Davis County, then that alert will be given to Davis County Sheriff’s Office for notification to other officers/agencies in the county.

In Davis County, the Davis County Sheriff’s Office will be the primary agency responsible to notify all other agencies. This notification will be based upon the Alert and Notification List found in Appendix -B-.

Alert Protocol

When an elevation from the existing alert is received from either State or Federal Homeland Security it will come to either the designated Regional Director, who in turn will notify each Sheriff’s Office in each county, or directly to the Sheriff’s Office dispatch center. The Sheriff, Chief Deputies and other appropriate county personnel, as well as all Fire and Law Enforcement agencies in Davis County, as found in Appendix -B-, will be notified either directly by the Emergency Services Coordinator, or via dispatch.

Depending on the alert notification, others will be alerted to the information or intelligence as appropriate. If appropriate, dispatch will contact officers to make them aware of the alert via their computers or radios. Other jurisdictions will be notified on a case-by-case basis. Consideration will be given to all public safety related agencies within the county when alerts are given. This will include Law Enforcement, Fire/EMS, Public Works, Health, etc. Attention will be given to law enforcement sensitive information when disseminating information so as not to jeopardize on-going investigations. Intelligence that will compromise sources and methodologies will be “scrubbed” to a “Public Safety Sensitive” level for dissemination. It will be the responsibility of the JTTF, State Homeland Security or Regional Homeland Security to “scrub” sensitive information before dissemination to all public safety agencies. Local Law Enforcement agencies that originate alerts should also create a “Public Safety Sensitive” version for dissemination, as the situation warrants.

When the alert has been lowered, all personnel and agencies will be notified as outlined above.

Alert and notification will be executed in the most time efficient manner possible. The county homeland security organization, may, from time to time, designate other law enforcement agencies to conduct the initial notifications for the county. Each agency that is notified during an alert is responsible for its own internal notifications per agency protocols and/or standard operating guidelines.

INTELLIGENCE

Homeland security intelligence will be used to support other law enforcement agencies within Davis County, the Northern Utah Region, and the State of Utah. This support will be extended to Federal Agencies who request assistance or are participating in joint or cooperative efforts within the National Homeland Security Administration.

Intelligence will be gathered using local, state, or federal analysts that have access to a variety of information systems and data. This intelligence will provide law enforcement officers with timely, accurate and useful information. This information will also be used to assist first responders and other policy makers in becoming aware about a potential, or real threat and how to safely respond, or handle a specific threat. Private companies and other Local and State planning committees can also use information to assist in their preventative efforts and plans.

In order to provide valuable information to all disciplines, an active effort to de-sensitize protected sources and information will be made to support the local entities that would benefit from the intelligence. In cases where "sources" and/or "methodologies" may be compromised, intelligence will be de-sensitized to a "Public Safety Sensitive" classification. ALL public safety personnel, including elected officials, affected industry/agencies, etc., who receive Public Safety Sensitive information, are under the same requirements of non-disclosure as those receiving Law Enforcement Sensitive information. Meaning, there will be no divulging of this sensitive information to anyone outside of the Public Safety umbrella established by this plan.

When intelligence is received or obtained by any member of the county organization that may be of benefit to other agencies/disciplines, that information will be communicated immediately to the County Emergency Services Coordinator. He will then be responsible to forward the intelligence to the designated alert and notification contact for each agency as outlined in Appendix -A-. This includes information that is received from the Federal or State Homeland Security agencies, or from a local member of the Homeland Security organization.

Individual law enforcement agencies are responsible to report suspicious incidents that may be related homeland security to State Homeland Security offices in a timely manner.

If necessary, the law enforcement agencies within the county may create an Intelligence and Investigations Committee, if a format for sharing intelligence or coordinating investigations becomes needed. This committee could meet as deemed necessary by the members.

The Joint Terrorism Task Force, at this time, is the focal point for coordinating all intelligence and investigations in Davis County regarding terrorist threat elements.

INVESTIGATIONS

Homeland Security Investigations supports other law enforcement agencies in Davis County and the State of Utah that are conducting and/or coordinating terrorist threat element investigations. This support will also be extended to Federal Agencies that request assistance, or are participating in joint or cooperative efforts within the scope of the National Homeland Security Administration. Homeland security investigation assistance will be provided in the form of sharing, developing, and analyzing information concerning criminal activity within Davis County, the Northern Utah Region, the State of Utah, or Nationally.

Information may be gathered from a wide variety of sources, including but not limited to; law enforcement case reports, government records, confidential informants, public records, national and local media. Information found on legitimate computer information databases may also be used. This information will then be analyzed for any potential threat to specific targets. Homeland security investigators will then disseminate the information to the appropriate agency, or entity in a timely manner. Urgency will need to be a constant effort to provide the agency, or entity as much time as possible to prepare for potential problems before they occur. This same system would be used to further any active investigations on crimes that have been committed.

It is agreed that any investigation that takes place in Davis County, will include the local law enforcement agency that has jurisdiction. The level of participation will be on a case-by-case basis, even if the participation is nothing more than an awareness given to the Chief Law Enforcement Official of that jurisdiction, that an investigation is being conducted. At present, the lead investigatory organization for terrorist activity in Davis County is the JTTF. When possible, intelligence of known suspects will be provided to agencies. This would be done in conjunction with dispatch so that fire or EMS responders could be warned of possible danger during a medical or fire response to that known location.

In an effort to identify and track response calls on a day-to-day basis that may have homeland security implications, law enforcement agencies are encouraged to annotate daily case reports with homeland security categories. Annotated case reports would be referred to agency or regional homeland security investigators for review or follow-up. Homeland security categories that could be annotated on daily case reports include, but are not limited to:

1. Infrastructure: Threats against community critical assets. See Appendix -B- for detailed definitions and explanations regarding critical assets.
2. Explosives: Pipe bombs, components, fertilizers, chemicals, and HAZMAT.
3. Mail threats
4. Making of false identifications
5. Activities of Single Issue Groups

CRITICAL INFRASTRUCTURE PROTECTION

Presidential Decision Directive 63 (PDD 63), issued in May of 1998 defined critical infrastructures as the physical and cyber systems so vital to the operations of the United States that their incapacity or destruction would seriously weaken national defense, economic security, or public safety. For simplification of planning, Critical Assets in Davis County are defined and categorized by the following:

Critical Asset: Any facility, site, system or special event (mass gathering), in Davis County that, by its nature, is a potential target of terrorists, whether domestic or international. Critical assets are those facilities, sites, systems or special events, that are 1) essential to the minimum operations of the economy and government, 2) ensure the well being, protection of, and general public health and safety of the community, and 3) have a large population that would be severely impacted. Critical assets in Davis County are placed into three categories: Critical Infrastructure, Community Asset, and Special Event.

1. **Critical Infrastructure:** Those critical assets that are essential to the minimum operations of the economy and government, and ensure the well being, protection of, and general public health and safety of the community. In general, critical infrastructure is viewed as long-term capital improvements that are used for the benefit of, and accessed by the population as a whole.

Categories and Examples of Critical Infrastructure:

Information/Telecommunications

(Such as: AT&T, Qwest, MCI, Sprint, Verizon, Telephone, Cellular, Television transmission towers, Public Safety radio repeaters, Amateur Radio repeaters)

Energy

(Such as: Utah Power, local power companies, Questar, Critical Electrical Power Generation, Transmission lines and substations, Natural gas source, wellheads, and pumping and regulating facilities, Municipal Utilities.)

Oil and Gas Storage and Transmission

(Such as Refineries, Pipelines.)

Banking and Finance

(Such as: Major processing centers for credit cards and checking, Federal Reserve Bank)

Transportation

(Such as: Centers and routes, hubs, bus terminals, Private airports with refueling capabilities and more than one aircraft, State and Federal highways, Railroads.)

Water Storage, Treatment, and Distribution

(Such as: federal, state and private reservoirs, municipal or private culinary water treatment facilities including wells/reservoirs, sewage treatment facilities.)

Emergency Services, Public Health, Public Safety, Public Works

Such as: ***Federal-*** FBI, US Secret Service, ATF, DEA, INS, National Park Service, Department of Transportation, Bureau of Land Management, Bureau of Reclamation, Department of Agriculture, HAFB; ***State-*** UHP, Department of Corrections, Parks and Recreation officers, Adult Probation and Parole officers, Tax Commission Officers, Division of Emergency Services and Homeland Security, Utah National Guard, Departments of Health and Environmental Quality, Mental Health; ***Local-*** Sheriff, City Police, Emergency Management, Emergency Medical Services, Health Department Centers, Hospitals and Clinics, Public Works, Fire Departments/Stations, and 9-1-1 Dispatch Centers

Continuity of Government Services

(Such as: ***Federal-*** courthouses, Social Security, IRS, military installations, federal buildings and activities:

State- State Capitol, State Office Buildings, State Highways;

Local- City Hall, County Offices and Activities, District Court, etc.)

2. **Community Assets:** Those critical assets found throughout the community that in general, has a high target potential from a threat element, and, if attacked, could pose a substantial impact on the community. High target potential includes motivational factors: Political, Religious, Racial, Environmental, or Special Interest. Impact on the community is determined by evaluating 6 factors: 1) Public health; 2) Responder Safety; 3) Property damage; 4) Impact on facilities; 5) Environment; 6) Economic and Financial; and; 6) Psychological. A prioritized list of these critical facilities was created (See Appendix -D-) as a result of the community profile process.

Categories and Examples of Community Assets:

Commercial/Industrial Facilities

(Such as: High worker population, Hazardous Materials on-site, Controversial product, etc.)

High Population Facilities

(Such as: Schools, Apartment complexes, Malls, Hotels, etc.)

Special Use Facilities

(Such as: Hospitals, Clinics, Agriculture)

3. **Special Events:** A mass gathering is a “type” of a special event. Special events encompass the larger definition while mass gathering is a subset of Special Event. A Special Event does not necessarily have to be a mass gathering. A Special Event is a non-routine activity within a community, which brings together a large number of people. Emphasis is placed not on the total number of people attending, but rather on the community’s ability to respond to a large-scale emergency at that activity, and/or the exceptional demands that the activity places on response agencies. A community special event requires additional planning, preparedness and mitigation efforts of local emergency response/public safety agencies.

Examples of Special Events:

Parades, rodeos, festivals, large sports events, nationally declared special events, etc.

It is the intent of Homeland Security planning, to protect these designated Critical Assets in the community during a terrorist threat. Refer to Section 3 - Homeland Security Operational Concepts for detailed actions regarding the community’s Critical Assets.

Critical Infrastructure Protection (CIP) - Philosophy

The following assumptions and concepts are the basis for the CIP approach for the county:

- 1) There will probably never be enough resources (i.e., dollars, personnel, time, and materials) to achieve total emergency preparedness. It is impossible to prevent all attacks against critical infrastructures.
- 2) Senior Officials in each jurisdiction must decide what assets really need protection by the application of their resources.

- 3) Waste and misguided spending in emergency preparedness and infrastructure protection is to be avoided.
- 4) CIP prioritization places those assets absolutely required for citizen survivability and continuity of crucial community operations with highest importance. This includes those infrastructures required for emergency response.
- 5) CIP is defined as: Those activities to protect critical assets that are proactive, preemptive, and deterrent in nature. This includes occasional public announcements from community leaders that Critical Infrastructure Protection is in operation in the county.
- 6) If not protected, critical assets should be considered losses in planning and response capability issues.
- 7) Countermeasures are those protective actions, policies and procedures that reduce or prevent the degradation or loss of a critical infrastructure to an identified threat. Countermeasures protect infrastructures and preserve the ability of the emergency response community to perform its function.
- 8) Decisions regarding the application of countermeasures will influence personnel, time, and material resources as well as drive the security budget of the involved agencies.

Each jurisdiction will conduct a vulnerability analysis to assess and prioritize those critical assets that may need protection during a terrorist threat. This analysis will follow the process outlined in Appendix -C-. Results will be submitted to the Emergency Services Coordinator and will be included in this plan in Appendix -D- for each jurisdiction.

Upon notification of a terrorist threat, each jurisdiction will assess the threat and initiate CIP as necessary. This process includes:

- 1) Review of Jurisdictional Critical Assets (See Appendix -D-.)
- 2) Determine the threat against those assets.
- 3) Review vulnerability assessments of those threatened assets.
- 4) Assess risk of loss of the infrastructure (if appropriate).
- 5) Apply countermeasures as appropriate.

Coordination among other jurisdictions will be necessary for the implementation of CIP. This coordination will be facilitated by chief jurisdictional law enforcement personnel or through the various jurisdictional EOC's if activated.

A sample CIP decision process that each jurisdiction may use during a threat situation includes the following steps (this may be used for those infrastructures already identified or those that have been threatened):

- 1) Is the infrastructure threatened a critical asset? If yes, proceed.
- 2) Is the infrastructure vulnerable? If yes, in what way? If yes, proceed.
- 3) Is the risk of loss or degradation acceptable? If no, proceed.
- 4) Determine appropriate countermeasures based upon threat and vulnerability.

DIGNITARY PROTECTION

During a terrorist threat, the community must also consider the protection of government officials. Regarding Continuity of Government issues, each jurisdiction must have a clearly outlined succession of leadership for continuance of government actions. Additionally, if a threat against leadership is received or perceived, then protective actions should be instigated. These operations will be totally under the control and decision of local jurisdictional leadership.

PUBLIC INFORMATION

Upon notification of an Orange or Red Threat Condition specific to Davis County, (see Homeland Security Advisory System), the Davis County Joint Information Center may be activated. If activated, each jurisdiction is encouraged to participate and utilize this key tool in providing all citizens of Davis County, timely, accurate and coordinated information from the governmental offices of the county.

DEMOBILIZATION

Once an Orange or Red Threat Condition has expired, or operations have finished, demobilization of those operations will need to be conducted to return involved agencies back to a level of normalcy. Personnel involved in operations will be operationally debriefed by their respective agencies.

At a county level, the Emergency Services Division of the Sheriff's Office will conduct an operational review to evaluate effectiveness of communication, coordination and operational concepts. Logs and reports will be reviewed, gathered and an After-Action Report (AAR) may be written. The AAR will be a Public Safety Sensitive document and will include:

- 1) Overview of threat
- 2) Log of Response by Jurisdiction
- 3) Effectiveness of Response, (Successes / Deficiencies)
- 4) Corrective Action Program to correct deficiencies

This report will be distributed to all participants. If necessary, a Law Enforcement Sensitive version will be created when Intel/Investigatory operations are involved that would compromise sources and methodologies.

WMD RESPONSE

If Davis County is unsuccessful in deterring a terrorist attack, and if a weapon of mass destruction is used, then a WMD Emergency will be declared and a response based upon Section 4 of this annex and the county Hazardous Materials Response Plan will be activated.

CITIZEN CORPS - COUNTY IMPLEMENTATION

Citizen Corps is the component of USA Freedom Corps that creates opportunities for individuals to volunteer to help their communities prepare for and respond to emergencies by bringing together local leaders, citizen volunteers and the network of first responder organizations, such as fire departments, police departments and emergency medical personnel. The goal is to have all citizens participate in making their communities safer, stronger, and better prepared for preventing and handling threats of terrorism, crime, and disasters of all kinds.

Citizen Corps Programs

Citizen Corps programs build on the successful efforts that are in place in many communities around the country to prevent crime and respond to emergencies. Programs that started through local innovation are the foundation for Citizen Corps and this national approach to citizen participation in community safety.

Currently three federal agencies, the Federal Emergency Management Agency (FEMA), the Department of Justice (DOJ), and the Department of Public Health and Human Services (PHHS) administer five programs that are being promoted at the national level as part of Citizen Corps. FEMA coordinates the overall efforts of helping communities establish local Citizen Corps programs.

The five national Citizen Corps programs are:

- *The Neighborhood Watch Program*
- *FEMA's Community Emergency Response Team (CERT)*

- *Volunteers in Police Services (VIPS)*
- HHS will administer a community-based *Medical Reserve Corps*
- *Terrorism Information and Prevention System (Operation TIPS)*

Local Government Implementation

In Davis County, each city will be responsible for the development of Citizen Corps within their community at their discretion. Citizen Corps will be tailored to each community and will be managed at the local level by Citizen Corps Councils, or a similar entity, consisting of leaders from: emergency management and the first responder community; volunteer, community service, faith- and community-based organizations; educational institutions; medical facilities; business and industry; and the community's neighborhood networks.

Each community that is implementing Citizen Corps should create a Citizen Corps Council. The council will help guide each community in the implementation of the Citizen Corps programs in their respective communities.

The Primary objectives of the Citizen Corps Councils will be to assist each community to:

- Match the needs of first responders with the skills and abilities of volunteers to make their families, their homes, and their communities safer from the threats of terrorism, crime, and disasters.
- Educate the public on safety, help citizens take an active role in protecting themselves from harm, and teach citizens what to do in the event of a crisis.
- Spearhead efforts to offer citizens new and existing volunteer opportunities, educational information, and training courses to address crime, terrorism, and natural disaster risks.
- Promote all Citizen Corps programs and activities across the community.
- Capture innovative practices and report accomplishments that can be replicated in other communities nationally.
- Survey the community to assess increased awareness and Citizen Corps participation.

Responsibilities of the Citizen Corps Council

While this national initiative provides tremendous flexibility at the local level to implement Citizen Corps in a way that best suits each community's program, some general guidelines and responsibilities of the local organizing groups endorsed by the northern Utah group include:

- Creation of an action plan to involve the community in prevention, preparedness, and response activities and to mobilize the community in a large-scale event;
- Identify ways in which the community's volunteer resources can help meet the needs of its first responders;
- Work with existing neighborhood leaders, or creating a neighborhood leadership structure, to design a systematic approach to educate the public and encourage Citizen Corps participation throughout the community;
- Spearhead efforts to offer citizens new and existing volunteer opportunities, educational information, and training courses to address crime, terrorism, and natural disaster risks;
- Recognizing all activities that promote prevention, preparedness and response training as part of Citizen Corps and encouraging new endeavors;

- Organize special projects and community events to promote Citizen Corps activities and recruiting volunteers to participate;
- Foster a spirit of mutual support by working with Citizen Corps in neighboring communities and jurisdictions to be able to share resources in times of need;
- Capture innovative practices and reporting accomplishments to the state coordinator for Citizen Corps; and
- Survey the community to assess increased awareness and Citizen Corps participation.

Liability Issues

It is strongly suggested that each jurisdiction's citizen's corps council consult with that jurisdiction's legal office regarding any risks or liabilities that might arise from its activities. A council's potential exposure to liability for acts of omission of its staff or volunteers should be addressed.

Individuals who participate in council activities should be advised of their potential risks of liability under state law as well. While Utah has a "Good Samaritan" law, each jurisdiction should review and address the legal issues surrounding the citizens' corp. Councils may consider obtaining release from liability and similar instruments if the jurisdictional legal counsel deems it necessary.

Initial Meetings

It is suggested that creating a Citizen Corps Council, or by asking an existing organizing group to expand their mission and take on this responsibility, should be the first step to making Citizen Corps an active part of each community. Each Citizen Corps Council should hold one or more brainstorming sessions, where council members can collectively identify goals for your community and develop a better understanding of the risks your community faces. Suggested topics that the Citizen Corps Council might address include:

- Educating council members on the roles, responsibilities, and practices of the first responders, volunteer organizations, and any existing neighborhood organizational structure in the community;
- Identifying the existing activities and resources within the community that support Citizen Corps principles;
- Identifying volunteer groups and opportunities within the community that could assist in reducing risk or that could supplement resources in an emergency;
- Creating a menu of volunteer opportunities in which community residents could easily participate or partnering with other local volunteer entities to design volunteer recruitment strategies;
- Assessing resources within the community that could be drawn on to support volunteerism and public education in each community;
- Identifying possible resources to support Citizen Corps, including local private sector support and contributions from foundations and non-profit organizations;
- Discussing opportunities to build public awareness and to educate the community about Citizen Corps opportunities within each community; and
- Developing a wish list of additional resources that each community might need to support a comprehensive Citizen Corps effort.

Developing a Citizen Corps Action Plan

Cities may have an existing organization take on this responsibility and not create a new Citizen Corps Council. As each jurisdiction begins to assess its needs and resources, council members should work towards the creation of a clear mission statement and an action plan. The Citizens Corps Council action plan should include short and long-term goals, a community communications system for emergency warnings, and a community mobilization plan with a specific plan outlining these goals. Short-term goals could include having working smoke alarms and emergency kits in every household by the time school starts again in the fall, having each business in the community practice their evacuation plans within a month, training all senior high school students in cardiopulmonary resuscitation (CPR), or having Neighborhood Watch groups in all neighborhoods of the community. Councils may also want to target specific groups within the community, such as people living in high-risk areas, the youth population, and Americans with disabilities or disadvantaged populations. It will be important to set meaningful, attainable goals, to make them public, to meet them, and then to recognize and celebrate your success.

Linking Local Activities with the National Effort

It will be important to link local activities to regional, state and national efforts. Although you it is critical that all activities at the local level that encompass citizen participation in emergency preparedness, response capability training, crime prevention, and skill-based volunteer programs related to community safety be identified with Citizen Corps.

A great way to get started is to have a public event to recognize the activities that volunteers, first responders, and residents in your community are already doing that relate to Citizen Corps. Explain that there is a new national initiative to link all these activities and to introduce other activities to promote personal and community safety. A commitment to help each resident in the community participate in Citizen Corps should be promoted. Citizen participation can include:

- Becoming better prepared and taking measures to reduce risk within their home, such as putting together a family emergency preparedness plan and kit, installing smoke detectors or elevating electrical appliances above flood stage, securing free standing shelving to a wall or strapping down a water heater;
- Being a part of a Neighborhood Watch Program group;
- Becoming a volunteer firefighter or emergency medical technician;
- Volunteering their particular skills to help with community risk assessments; and
- Volunteering with community organizations already active in disaster preparedness and response.

The goal is to include everyone in each community. One of the first steps to support Citizen Corps is to promote the initiative and to expand the range of opportunities available to the residents of each community. There is no standard way to promote local efforts; each community is encouraged to be creative and to use the Citizen Corps message to promote participation. Communities may host community-wide Citizen Corps community preparedness days to challenge everyone in the community to put together a home emergency preparedness kit. Communities may also use the local media outlets to promote local Citizen Corps activities and to educate the public. They may also focus on the school system to disseminate information. No matter the approach, each community should be involved in promoting the Citizen Corps concept.

Davis County Sheriff Threat Conditions Response Actions Checklist

**These guidelines are based on specific or probable threats to Utah or Davis County. If there is no specific threat, not all of the measures outlined at specific levels need to be taken. **

LOW (Green)

- Identify and review critical facilities that may need protection.
- Conduct training, seminars, workshops and exercises using existing emergency response plans and procedures.
- Conduct emergency preparedness training for citizens and employees.
- Provide emergency preparedness information to employees.
- Conduct routine inventories of emergency supplies and medical aid kits.
- Budget for physical security measures.
- Encourage programs for employee immunization and preventive health care.

GUARDED (Blue)

- Continue all precautions from lower threat conditions.
- Estimate the threat vulnerability of each critical facility and the countermeasures required to protect them.
- Review emergency response procedures with personnel.
- Evaluate information available on public websites that could compromise security.
- Encourage all citizens and employees to have necessary immunizations.
- Provide the public with necessary information.

ELEVATED (Yellow)

- Continue all precautions from lower Threat Conditions.
- Notify Sheriff, Chief Deputies and PIO of any specific local threat.
- Announce Threat Condition ELEVATED to employees.
- Review physical security plans and protective measures.
- Hold appropriate meetings with other local public safety agencies and others as necessary.
- Assist other jurisdictions as necessary.

HIGH (Orange)

- Continue all precautions from lower Threat Conditions.
- Notify Sheriff, Chief Deputies, and PIO. Activate call-down of command staff, if after-hours.
- Announce Threat Condition HIGH to employees.
- Notify County Commission.
- Consider re-deployment of deputies to critical areas.
- Assess need for EOC activation.
- Deny unauthorized access to critical facilities.
- Reassess facility security.
- Inspect buildings and parking areas for suspicious packages/vehicles.
- Secure and regularly inspect Sheriff's Complex, vehicles and parking area.
- Conduct 100% verification of deliveries and restrict shipments.
- Monitor security/intelligence data from State/National HS agencies.

SEVERE (Red)

- Continue all precautions from lower Threat Conditions.
- Notify Sheriff, Chief Deputies and PIO to attend emergency meeting.
- Announce Threat Condition SEVERE to employees.
- Notify County Commission.
- Consider re-deployment of deputies to critical areas.
- Activate the EOC.
- Assess need to barricade Sheriff's Office parking access and deploy deputies to the control points.
- Deny unauthorized access to critical facilities.
- If after-hours, activate the call-down for command staff. Cancel or delay unnecessary travel and vacations.
- Closely monitor intelligence data.
- Deploy equipment assets and ensure physical security measures are in necessary locations.
- Implement mutual aid agreements as required.
- Visually inspect the interior and undercarriages of vehicles entering parking area. Restrict inmate visitations.

APPENDIX -A- HAZARD ANALYSIS AND COMMUNITY RISK PROFILE

There are criteria that must be met for an ideology or activity to be considered terrorist.

The first step is an extremist viewpoint. An extremist viewpoint starts with the belief that the individual, movement or group knows the *one truth*. This truth commonly involves a social, political, or religious belief system or a perceived ill or injustice. However, it is important to understand that not all people who believe that they know the one truth are extremists or terrorists.

The transition toward terrorism begins with a fundamental intolerance of other viewpoints and perspectives. In other words, there is an inability to accept differences of opinion. When this intolerance becomes extreme, the second step toward terrorism occurs. This extreme intolerance manifests itself in the perspective that anyone who does not believe in the “truth” is the enemy.

The third step toward terrorism is when those with other beliefs are not only considered the enemy, but are also vilified. All enemies are evil. The enemy has thus become a hindrance to accomplishing the belief, correcting the ill or relieving the injustice. Once this shift in thinking occurs, the enemy loses all value. The enemy is thus worthless, and any means necessary to defeat or overcome the enemy is acceptable. In other words, the end justifies the means. The final step involves actually taking, or planning to take, violent action.

The action (or planning to act), not the extremist viewpoint, is what makes the person the criminal.

Terrorist Weapons - Armed Attack, CBRNE and WMD

Terrorism is a form of warfare in which attacks are carefully designed to meet a specific goal. In terrorism, inflicting actual damage is a secondary concern to the psychological impact of the attack. The psychological effect may even be more profound than the physical damage, and it may last long after all signs of the attack are gone.

Terrorists want to use weapons that will instill fear. Many terrorist weapons, such as radiation, some biological and chemical agents are undetectable without special equipment and do not immediately affect the victims. Even the threat of such an attack can send the general population into panic. They feel they have no way of defending themselves against a weapon they cannot see.

Those feelings of fear help terrorists achieve another goal of convincing the public that their government is unable to protect them. In time, the public becomes angered and loses confidence in the government. The government, in order to appease an increasingly disapproving public, is coerced into complying to some degree with the terrorist’s agenda.

Terrorists also choose weapons that will quickly attract the public’s attention. Any large explosion quickly draws emergency response, news crews and a crowd of onlookers. Should they claim responsibility; terrorists know such an attack ensures rapid and wide exposure for their cause. Such attacks may also provide a diversion for other criminal activity.

CBRNE and WMD

CBRNE weapons (C-Chemical, B-Biological, R-Radiological, N-Nuclear, E-Explosive) include weapons of mass destruction (WMD). Experts have created the TRACEM acronym to describe the potential types of hazards from these types of weapons. TRACEM stands for Thermal, Radiation, Asphyxiation, Chemical, Etiological, and Mechanical. The acronym TEAM CPR can also be used and adds the hazard category: Psychological.

The thermal hazard is the heat from fires, explosions and some chemical reactions. Radiation refers to alpha, beta, and gamma - the three types of ionizing radiation. In terms of terrorism, gamma radiation is by far the greatest concern because its range and ability to penetrate matter greatly exceed those of alpha and beta radiation. Asphyxiation occurs when oxygen is removed from an area (by means such as displacement by a heavier gas) or an agent disrupts the body’s ability to metabolize oxygen. Chemical hazards are toxic or corrosive substances that are non-biological. Etiological refers to biological organisms (bacteria and viruses) and organic toxins that can harm

humans. Mechanical hazards are physical objects (bullets, collapsing structure) or forces (the shock wave from an explosion) that cause injury. A seventh hazard that can be added is Psychological

In order to avoid potential harm, responders should exercise three general self-protection measures: Time, Distance, and Shielding. These will be addressed later in a Terrorism Response Annex. To summarize, terrorism is largely defined by intent, (create fear, coerce government, or effect change to meet own agenda.) It is criminal, and only need be threatened. Responders (government) can be the targets.

It is the intent of Davis County Emergency Management that all response agencies be tactically aware of this hazard, without being paranoid.

Potential Threats

Much of the investigative and intelligence gathering activities evaluating potential domestic terrorist threats in the US are aimed at religious fanatics (including anti-abortionists, polygamist groups, animal rights groups, etc.), and “constitutionalist” activities involving the right-wing militia movement and/or the sovereign citizen movement.

In Utah, terroristic activities have included attacks on fur breeders facilities, Planned Parenthood, the LDS Church, and a Jewish Synagogue. Possible targets include: Religious Facilities, Fur- Breeders Facilities, Federal Government Facilities, Socio-Medical Facilities, Utility Infrastructure, Special Community Events, and Government Contractors. A detailed analysis of possible targets in Davis County has been created and is found in the detailed Threat Analysis section.

Civil Unrest

Recent history has shown that civil unrest is still a threat in America. Also referred to as riots, or public violence, civil unrest can devastate a community. These types of events do not always start out as such. Innocent protests, rallies, or other non-threatening gatherings and special events can also turn destructive. Proper public safety planning can help mitigate these types of events from turning into disasters. Such incidents can result in stressing police forces to the extreme.

Explosive Devices

Davis County experiences more than 25 incidents each year involving explosive devices or materials. Many of these devices are created with a criminal intent of property destruction on a small scale, but none have had terrorist intentions, and since many of these devices are a result of citizens making and storing the devices out of curiosity or ignorance, a separate category has been created.

There are locations within the county where significant amounts of explosives are stored. However, a hazard analysis of low impact and low probability/low frequency of an incident at one of these storage locations being severe enough to create a significant incident gives this hazard a low risk assessment.

Nuclear Attack

With the breakdown of the Soviet Union and the Eastern European Block, and the end of the cold war, this threat has diminished significantly from those countries. However, in the last year it has become evident that a number of small countries may have developed nuclear bomb capabilities. It must also be noted that North Korea has re-kindled its nuclear program. Coupled with the much advanced technology of being able to make “suitcase sized” nuclear devices, and acknowledging the possibility that people with a hatred towards the United States may have this capability, we must be prepared for that threat. Currently, Utah does not hold the same significance as far as being recognized as a “target” to terrorist attacks as some of the other states and cities in the union. However, Salt Lake City is home to the Church of Jesus Christ of Latter-day Saints, with worldwide membership at more than 11 million. Being that much of the current terrorist threat worldwide in from Muslim extremist, the Salt Lake City are, in the future, may become a more significant target of religious extremists. Utah is also home to Hill Air Force Base, a significant air base which houses both active and reserve F-16 Fighter Squadrons and provides significant repair procedures for a number of USAF aircraft. Therefore, the airbase is inherently considered to be threatened. Even considering all these factors, the potential for a nuclear attack is at a low probability. That is not to say that smaller localized or regional events couldn’t happen, or that terrorists would not launch such an attack. Any nuclear

attack would have a devastating effect on northern Utah. Given the low probability, but severe impact that a nuclear attack would have on our area, this threat is given a moderate risk rating.

Community Profile

The Davis County Emergency Services Coordinator is charged with evaluating threat probability to the county. This involves identifying critical facilities, sites, systems or special events that could become a potential target of terrorist activity as well as identify and evaluate activities of potential threat elements in the community. In doing so, a community risk profile has been completed.

To facilitate the profiling of the community, a *Vulnerability Assessment* was conducted on each facility, site, system or special event in Davis County. Each potential target was evaluated and given a rating to determine its vulnerability to attack based upon level of visibility, criticality of the target site to the jurisdiction, value of the target to the potential threat element, access to the target by the potential threat element, hazard threat of the target, site population of the target, and collateral casualties surrounding the target area.

In addition to the Vulnerability Assessment, a *Threat Assessment* was conducted to evaluate the existence, past history, intent, capability, and active targeting that is taking place by terrorist groups in Davis County. Potential Threat Elements were named, and evaluated on the criteria just listed. A rating system was also used to determine that level of risk faced by the community.

These ratings will then be used to prioritize planning, training, anti-terrorism response, and equipment purchases.

To summarize, the *Vulnerability Assessment* refers to *Critical Assets* while the *Threat Assessment* refers to *Potential Threat Elements* in the community. These two assessments are scored and placed within a matrix to create the Community Risk Profile. This profile gives the jurisdiction an overall picture of the terrorist risk it faces. It can also then be used by state and federal agencies in overall programmatic plans, policies and procedures.

Vulnerability Assessment

A critical function that each jurisdiction must perform at this time is an analysis of local infrastructure and its vulnerability to an attack. This section will attempt to explain this process.

Jurisdiction Threat Assessment

This assessment utilizes a pre-existing Department of Justice terrorist threat analysis methodology to evaluate the threat level of each potential threat element (PTE) identified in our County. The threat level of each PTE is determined on 1) the actual existence of the PTE in the community, 2) its past history, 3) intentions to commit an act of terrorism using WMD, 4) the capability to carry out such an attack, 5) current targeting activities, 6) motivation and 7) WMD categories.

Jurisdiction Threat Worksheet								
Threat Factors						Threat Level (1-10)	Motivation	WMD Categories
PTE	Existence (1)	Violent History (1)	Intentions (2)	WMD Capability (2)	Targeting (4)		Choose one or more	Choose one or more
1.								
2.								
3.								
4.								
5.								
6.								
7.								
8.								
9.								
10.								
11.								
12.								

Jurisdictional Threat Profile

1. List the total number of PTE's assessed in your jurisdiction. If the jurisdiction reports no known PTE's, a rating of zero should be recorded here.
2. Designate the types of WMD capabilities assessed to exist in the jurisdiction. If the jurisdiction reports no known PTE, check none
3. List the number of threat related and/or incidents by WMD category that occurred in the jurisdiction between January 1, 2000 and December 31, 2002 that resulted in the activation of emergency assets.
4. List the number of incidents that were subsequently determined to be criminal.
5. Select the highest threat level obtained among the PTE identified within the jurisdiction. This number is the jurisdiction's threat rating.

Total Number of PTE's	
------------------------------	--

PTE WMD Capabilities	
<input type="checkbox"/> None	<input type="checkbox"/> Radiological
<input type="checkbox"/> Chemical	<input type="checkbox"/> Nuclear
<input type="checkbox"/> Biological	<input type="checkbox"/> Explosive

Threatened WMD Hazard	Total Number of Responses to Suspected WMD Threats and/or Incidents	Number of WMD Threats and/or Incidents Determined to be Criminal
Chemical		
Biological		
Radiological		
Nuclear		
Explosive		

Jurisdiction Threat Rating	
-----------------------------------	--

Individual Target Summary

INDIVIDUAL TARGET BASIC VULNERABILITY SUMMARY		
Site/Target #	Potential Target Name	Individual Target Basic Vulnerability Rating
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		
11		
12		
13		
14		
15		
16		
17		
18		
19		
20		

Assessment Factors

There are seven (7) factors used to determine the vulnerability of a potential target in the community. Each factor is given a rating value determined by specific criteria. These values, when identified for each facility, are then converted to a rating that enables the jurisdiction to prioritize individual and/or specific facilities, sites, systems or special events.

Basic Vulnerability Assessment Worksheet

Target Name or Number:	Total Score Rating:
Use this form for each potential target	
<p>1. Level of Visibility: Assess the awareness of the existence and visibility of the target to the general public.</p> <p>0 = Invisible: Existence secret/classified location 3 = Medium Visibility: Existence known locally 1 = Very Low Visibility: Existence not publicized 4 = High Visibility: Existence known regionally 2 = Low Visibility: Existence public, but not well known 5 = Very High Visibility: Existence known nationally</p>	
<p>2. Criticality of Target Site to Jurisdiction: Assess usefulness of assets to local population, economy, government, etc. Potential targets deemed essential to the continuity of the jurisdiction.</p> <p>0 = No usefulness 2 = Moderate usefulness 4 = Highly useful 1 = Very low 3 = Significant usefulness 5 = Critical</p>	
<p>3. Impact Outside the Jurisdiction: Assess the affect loss will have outside of the jurisdiction.</p> <p>0 = None 2 = Low 4 = High 1 = Very low 3 = Medium 5 = Very high</p>	
<p>4. PTE Access to Target: Assess the availability of the target for ingress and egress by a PTE.</p> <p>0 = Restricted: Security patrol 24/7, fenced, alarmed, CCTV, controlled access requiring prior clearance, designated parking, no unauthorized vehicle parking within 300 feet of the facility, protected air/consumable entry. 1 = Controlled: Security patrol 24/7, fenced, alarmed, controlled access of vehicles and personnel, designated parking, no unauthorized vehicle parking within 300 feet of the facility, protected air/consumable entry. 2 = Limited: Security guard at main entrance during business hours, fenced, alarmed, controlled access of visitors, designated parking, no unauthorized vehicles parking within 300 feet of facility, protected air/consumable entry. 3 = Moderate: Controlled access of visitors, alarmed after business hours, protected air/consumable entry, designated parking, no unauthorized vehicle parking within 50 feet. 4 = Open: Open access during business hours, locked during non-business hours, unprotected air/consumable entry. 5 = Unlimited: Open access, unprotected air/consumable entry.</p>	
<p>5. Potential Target Threat of Hazard: Assess the presence of legal WMD material (CBRNE) on quantities that could be the target of a terrorist attack or would complicate the response to an incident at the facility.</p> <p>0 = None: No WMD materials present. 1 = Minimal: WMD materials present in moderate quantities, under positive control, and in secured locations. 2 = Low: WMD materials present in moderate quantities and controlled. 3 = Moderate: Major concentrations of WMD materials that have established control features and are secured in the site. 4 = High: Major concentrations of WMD materials that have moderate control features. 5 = Very High: Major concentrations of WMD materials that are accessible to non-staff personnel.</p>	
<p>6. Potential Target Site Population Capacity: Assess the maximum number of individuals at a site at any given time.</p> <p>0 = 0 2 = 251 – 5000 4 = 15,000 – 50,000 1 = 1 – 250 3 = 5,001 – 15,000 5 = >50,000</p>	
<p>7. Potential for Collateral Mass Casualties: Assess potential collateral mass casualties within a one-mile radius of the target.</p> <p>0 = 0 – 100 2 = 251 – 5000 4 = 15,001 – 50,000 1 = 101 – 250 3 = 5,001 – 15,000 5 = >50,000</p>	
Total	
<p>Basic Target Vulnerability Assessment Rating: Convert total score to a rating number from 1 – 12 using the following key.</p> <p>0-2 = 1 9-11 = 4 18-20 = 7 27-29 = 10 3-5 = 2 12-14 = 5 21-23 = 8 30-32 = 11 6-8 = 3 15-17 = 6 24-26 = 9 33-35 = 12</p>	

**APPENDIX -B-
CRITICAL FACILITY/ASSET LIST FOR DAVIS COUNTY**

Bountiful

Police Department/Dispatch Center	SDMFD Fire Station 81
SDNFD Fire Station 84	Power Plant
Public Works Center	Recreation Center
South Davis Water Treatment Facilities	Weber Basin Water Aqueduct and Treatment Facility
City Office	Lakeview Hospital
AT&T	I-15
UPRR	Petroleum/Gas Pipelines
Schools	

Centerville

Police Department/City Offices	SDMFD Fire Station 83
Public Works	PacifiCorp Sub Stations
Air Products	Trinity Industry
I-15/Parrish Lane Overpass	UPRR
Petroleum/Gas Pipelines	Water wells/Pump houses
Weber Basin Water Aqueduct	Schools

Clearfield

Police Department/Dispatch Center	NDFD Fire Station 41
Public Works	NDFD Fire Station 42
PacifiCorp Substations	City Office
Freeport Center	AT&T
Ashland Chemical	HAFB
Thiokol	AmeriCold
Alliant Tech	I-15
Freeport Cold Storage	Petroleum/Gas Pipelines
UPRR	Schools & Jobs Corp

Clinton

Police Department	Fire Station 21
Public Works	PacifiCorp Substation
City Office	Water storage tank & pump
Schools	

Farmington

Police Department	Davis Co. Criminal Justice Complex/Dispatch Center
Farmington Bay Detention Center	County Fair Grounds
Fire Station 71	Public Works
PacifiCorp Substation	AT&T
City Office	Lagoon
Water Treatment Facility	I-15
UPRR	Petroleum/Gas Pipelines
DLD/UHP Sector Office	Schools
Criminal Justice Complex	School District Buildings
Water pump stations	Reservoirs
Schools	Weber Basin Water Aqueduct

Fruit Heights

Davis County Public Works	Davis County Animal Control
City Office	Public Works
Cherry Hill Resort	PacifiCorp Power Substation
Weber Basin Water Aqueduct	

Kaysville

Police Department
 Public Works
 PacifiCorp Substation
 Kaysville Power
 Central Davis Sewer
 UPRR
 Schools

Fire Station 61
 City Office
 LDS Grain Mills
 AT&T
 I-15
 Petroleum/Gas Pipelines

Layton

Police Department/Dispatch Center
 Public Works
 Pacific Corp Substations
 City Office
 HAFB
 Layton Hills Mall
 AT&T
 UPRR
 Water Wells/Tanks & Booster Sites

Fire Station 51
 Fire Station 52
 Fire Station 53
 Weber Basin Water Aqueduct and Facilities
 Smiths Facilities
 Davis Hospital & Medical Center
 I-15
 Petroleum/Gas Pipelines
 Schools

North Salt Lake

Police Department
 Public Works
 City Office
 Jardine Petroleum
 Albertsons Distribution
 Petroleum/Gas Pipelines
 AT&T
 Fox Valley Tanning
 UPRR/D&RG
 Stericycle
 Producers Livestock

SDMFD Fire Station 85
 PacifiCorp Substation
 Flying J Refinery
 Conoco Product Terminal
 South Davis Water Treatment Facility
 South Davis Sewer Facility
 Sky Park Airport
 I-15
 I-215
 Water Facilities
 Schools

South Weber

Fire Station 1
 Public Works
 HAFB
 I-84
 Weber Basin Water Wells
 Weber Basin Job Corp
 South Weber Family Center

City Office
 Water Treatment Facilities
 Davis/Weber Canal
 Petroleum/Gas Pipelines
 School
 Weber Basin Water Aqueduct

Sunset

Police Department
 Public Works
 Modern Technologies
 UPRR
 Petroleum/Gas Pipelines

Fire Station 11
 City Office
 I-15
 Schools

Syracuse

Police Department
 Public Works
 City Office
 Petroleum/Gas Pipelines

Fire Station 31
 PacifiCorp Substation
 North Davis Sewer Facility
 Schools

West Bountiful

Police Department
Public Works
Phillips Refinery
UPRR/D&RG
South Davis Sewer Facility
Water Facilities

SDMFD Fire Station 82
City Office
I-15
Petroleum/Gas Pipelines
Holly Corp
Schools

West Point

Public Works
Schools

City Office
Petroleum/Gas Pipelines

Woods Cross

Police Department
PacifiCorp Substation
Silver Eagle Refinery
UPRR/D&RG
ChemCentral
Water Facilities
Schools

Public Works
City Office
I-15
Petroleum/Gas Pipelines
Sky Park Airport
Golden Eagle Refinery

Unincorporated County Area

Chevron Refinery/Pipeline Facility
Francis Peak Radar Station
UPRR/D&RG

Petroleum/Gas Pipelines
Shepard Peak Radio Site
Gas/Petroleum Pipelines

APPENDIX -C- NATIONAL AND STATE THREAT ADVISORY SYSTEMS

National Advisory System (Threat Conditions) Threat Conditions and Associated Protective Measures

The following Threat Conditions each represent an increasing risk of terrorist attacks. Beneath each Threat Condition are some suggested Protective Measures, recognizing that the heads of Federal departments and agencies are responsible for developing and implementing appropriate agency-specific Protective Measures. These alerts are intended to provide a unified system for public announcements as well as a tool to combat terrorism.

Unified System for Public Announcements: Public announcements of threat advisories and alerts help deter terrorist activity, notify law enforcement and State and local government officials of threats, inform the public about government preparations, and provide them with the information necessary to respond to the threat. State and local officials will be informed in advance of national threat advisories when possible. The Attorney General will develop a system for conveying relevant information to Federal, State, and local officials, and the private sector expeditiously. Heightened Threat Conditions can be declared for the entire nation, or for a specific geographic area, functional or industrial sector. Changes in assigned Threat Conditions will be made when necessary.

A tool to combat terrorism: Threat Conditions characterize the risk of terrorist attack. Protective Measures are the steps that will be taken by government and the private sector to reduce vulnerabilities. The HSAS establishes five Threat Conditions with associated suggested Protective Measures:

Low Condition (Green). This condition is declared when there is a low risk of terrorist attacks. Federal departments and agencies should consider the following general measures in addition to the agency-specific Protective Measures they develop and implement:

- Refining and exercising as appropriate preplanned Protective Measures;
- Ensuring personnel receive proper training on the Homeland Security Advisory System and specific preplanned department or agency Protective Measures; and
- Institutionalizing a process to assure that all facilities and regulated sectors are regularly assessed for vulnerabilities to terrorist attacks, and all reasonable measures are taken to mitigate these vulnerabilities.

Guarded Condition (Blue). This condition is declared when there is a general risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Condition, Federal departments and agencies should consider the following general measures in addition to the agency-specific Protective Measures that they will develop and implement:

- Checking communications with designated emergency response or command locations;
- Reviewing and updating emergency response procedures; and
- Providing the public with any information that would strengthen its ability to act appropriately.

Elevated Condition (Yellow). An Elevated Condition is declared when there is a significant risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, Federal departments and agencies should consider the following general measures in addition to the Protective Measures that they will develop and implement:

- Increasing surveillance of critical locations;

- Coordinating emergency plans as appropriate with nearby jurisdictions;
- Assessing whether the precise characteristics of the threat require the further refinement of preplanned Protective Measures; and
- Implementing, as appropriate, contingency and emergency response plans.

High Condition (Orange). A High Condition is declared when there is a high risk of terrorist attacks. In addition to the Protective Measures taken in the previous Threat Conditions, Federal departments and agencies should consider the following general measures in addition to the agency-specific Protective Measures that they will develop and implement:

- Coordinating necessary security efforts with Federal, State, and local law enforcement agencies or any National Guard or other appropriate armed forces organizations;
- Taking additional precautions at public events and possibly considering alternative venues or even cancellation;
- Preparing to execute contingency procedures, such as moving to an alternate site or dispersing their workforce; and
- Restricting threatened facility access to essential personnel only.

Severe Condition (Red). A Severe Condition reflects a severe risk of terrorist attacks. Under most circumstances, the Protective Measures for a Severe Condition are not intended to be sustained for substantial periods of time. In addition to the Protective Measures in the previous Threat Conditions, Federal departments and agencies also should consider the following general measures in addition to the agency-specific Protective Measures that they will develop and implement:

- Increasing or redirecting personnel to address critical emergency needs;
- Assigning emergency response personnel and pre-positioning and mobilizing specially trained teams or resources;
- Monitoring, redirecting, or constraining transportation systems; and
- Closing public and government facilities.