

TEAM NORFOLK



Emergency Operations & Resiliency Framework

Hazard-Specific Annex

Incendiary / Explosive Device

May 2025

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PURPOSE

The purpose of this plan is to establish a clear framework for the City of Norfolk's preparedness, response, and initial recovery efforts during incidents involving suspected or confirmed incendiary or explosive devices. These threats may include suspicious packages, improvised explosive devices (IEDs), vehicle-borne IEDs (VBIEDs), incendiary devices, or post-blast scenarios.

- The plan is designed to:
- Protect the safety of the public, first responders, and city personnel
- Promote timely coordination among public safety agencies, city departments, and partner organizations
- Ensure consistent procedures for incident assessment, communication, and resolution
- Support continuity of city services and operations during and after an explosive or incendiary event

This plan supports a whole-community approach to public safety, aligning with local, state, and federal guidelines. It is intended to guide both field-level operations and executive-level decision-making, while helping the public understand how the City prepares for and responds to such threats.

SCOPE

This plan provides guidance for the City of Norfolk's coordinated response to incidents involving suspected or confirmed incendiary or explosive devices. It addresses a range of threats, including:

- Improvised Explosive Devices (IEDs)
- Vehicle-Borne Improvised Explosive Devices (VBIEDs)
- Incendiary devices (e.g., fire-starting mechanisms, Molotov cocktails)
- Suspicious or unattended packages that may pose a threat
- Post-blast scenes, including secondary device concerns

The plan applies to all city departments and agencies involved in public safety, emergency response, and incident support. This includes law enforcement, fire-rescue, emergency medical services, emergency management, public works, communications, and other relevant partners.

It is intended to:

- Ensure the safety of the public, responders, and critical infrastructure

- Provide clear procedures for threat assessment, incident stabilization, and recovery
- Support coordinated communication between responding agencies and the public
- Align with existing emergency operations and mutual aid frameworks

This plan may be activated in response to real-world incidents, during pre-planned special events, or as a precautionary measure based on credible threat intelligence.

BACKGROUND

This Hazard-Specific Annex establishes an organizational framework and operational strategy for responding to incidents involving explosions, suspected or confirmed explosive devices, and bomb-related threats within the City of Norfolk. It outlines the roles, responsibilities, and coordination mechanisms necessary to ensure a safe, timely, and effective response.

Explosive and incendiary incidents present complex and rapidly evolving threats that can result in casualties, infrastructure damage, public disruption, and psychological impact. These events may include unattended suspicious packages, improvised explosive devices (IEDs), vehicle-borne IEDs (VBIEDs), or coordinated acts of violence using incendiary materials.

This annex has been developed in accordance with applicable federal, state, and local laws and regulations, including the Code of Virginia and the City of Norfolk's ordinances governing emergency services and public safety. It aligns with the National Response Framework (NRF), the National Incident Management System (NIMS), and the City's Emergency Operations Plan (EOP).

The goal is to ensure a unified and coordinated approach among all participating agencies. This includes law enforcement, fire-rescue, emergency medical services, emergency management, and supporting departments, as well as private sector partners and regional, state, and federal resources when needed. A coordinated response enhances situational awareness, preserves life and property, ensures public confidence, and promotes efficient recovery following an incident.

TERMS AND ACRONYMS

Improvised Explosive Device (IED): A homemade bomb or destructive device used to destroy, incapacitate, harass, or distract. IEDs are used by criminals, vandals, terrorists, suicide bombers, and insurgents. Because they are improvised, these devices can take many forms—from small pipe bombs to complex mechanisms capable of causing widespread damage and loss of life. IEDs may be delivered by vehicle, person, package, or placed in public spaces.

Vehicle-Borne Improvised Explosive Device (VBIED): An IED delivered using a vehicle. VBIEDs may be parked, driven to a target, or used as part of a suicide attack. They can cause significant structural damage and casualties depending on their size and placement.

Explosive Ordnance Disposal (EOD): Specialized personnel trained and equipped to detect, identify, render safe, and dispose of explosive devices. In Norfolk, this function is primarily performed by the Police Bomb Squad.

Hot Zone: The immediate area surrounding a suspected or confirmed explosive device or detonation site, where hazards are present, and access is restricted to specially trained personnel.

Warm Zone: The area adjacent to the Hot Zone where personnel may stage or operate with protective measures in place. It may be used for decontamination, triage, or support functions during certain incidents.

Cold Zone: The outermost area of an incident scene, considered safe for general operations, command posts, staging, and media coordination.

Suspicious Package: Any unattended item, bag, or parcel that appears out of place or exhibits characteristics that may indicate a threat, such as wires, unusual weight, leakage, or messages attached. All suspicious packages should be evaluated and cleared up by trained personnel.

Terrorism: Defined by the Federal Bureau of Investigation (FBI) as the unlawful use of force or violence by an individual or group against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in pursuit of political or social objectives.

SITUATION

Explosives have long been a preferred weapon of terrorists due to their widespread impact, psychological effect, and ease of assembly. Terrorists have demonstrated the capability and intent to employ improvised explosive devices (IEDs) and incendiary devices in attacks across the globe. Intelligence assessments indicate that this threat remains persistent and evolving, with ongoing concerns regarding the availability of explosive materials, the simplicity of constructing IEDs, and the vulnerabilities inherent in an open and accessible society.

Explosive incidents can occur in a variety of environments—including land, vehicles, buildings, or even underwater—and can result in widespread casualties, destruction of property, hazardous material release, and long-term community disruption.

KEY CONSIDERATIONS

- Most intentional bombings are not preceded by a warning. The majority of devices detonate as designed.
- Secondary explosions are a significant concern. These may be caused by:
 - Additional planted devices
 - Residual explosive material scattered by the primary blast

- Incomplete detonation of the main device
- Interaction with hazardous materials or compromised infrastructure systems
- Hazardous materials may be part of the initial explosion or released from surrounding areas. Victims and responders could be exposed to toxic substances requiring specialized decontamination or medical treatment.
- Explosive incidents may necessitate evacuation or shelter-in-place orders due to environmental contamination or structural instability.
- Mass casualty incidents can rapidly overwhelm emergency medical services (EMS), hospitals, and healthcare facilities. Immediate patient surges can limit the system's ability to provide care.
- Sheltering support may be required for individuals displaced due to property damage, contamination, or the establishment of security perimeters.
- The incident site will be treated as both a disaster scene and a crime scene. Preserving evidence is critical and may limit access or delay response operations in certain areas.
- Psychological impacts can be severe and long-lasting for both survivors and responders. Mental health services must be available to address trauma over time.
- Economic consequences may include job displacement, temporary or permanent business closures, and a need for extended recovery support from local government agencies.

PROFILE OF INJURIES SUSTAINED IN A BLAST

- Primary Effects: Caused by pressure waves. Even slight changes in pressure can lead to significant internal injuries, especially to air-filled organs such as the lungs, ears, and gastrointestinal tract.
- Secondary Effects: Result from flying debris and fragmentation. These are responsible for an estimated 80 percent of blast-related injuries.
- Tertiary Effects: Occur when victims are physically displaced by the blast force and suffer blunt trauma upon impact with other objects or structures.
- Miscellaneous Effects: Include burns and respiratory issues due to inhalation of dust and particulates. "Gray out" conditions may occur when pulverized concrete and debris create heavy dust clouds, reducing visibility and complicating rescue operations.

FACTS AND ASSUMPTIONS

Effective planning for incidents involving explosive or incendiary devices requires a clear understanding of known conditions and informed assumptions about potential threats and response conditions. The following facts reflect established realities based on historical events, operational capabilities, and existing legal frameworks. The assumptions represent anticipated conditions used to guide preparedness, response, and recovery planning. Together, these elements form the foundation for realistic and coordinated decision-making before, during, and after an incident.

FACTS

- Explosive and incendiary devices can be constructed from commonly available materials and deployed with little to no warning.
- Most intentional bombing incidents are designed to detonate without prior notification.
- Secondary devices are a known tactic used to target first responders and bystanders after an initial explosion.
- Hazardous materials may be involved in or result from the explosion, creating risks for victims, responders, and the environment.
- Blast incidents may result in mass casualties, overwhelming EMS, hospitals, and healthcare systems.
- The incident site is both a crime scene and a hazardous environment, requiring careful coordination between emergency services and law enforcement.
- Norfolk Police Department maintains specialized Bomb Squad capabilities.
- Norfolk Fire-Rescue provides hazardous materials response, technical rescue, and EMS services.
- Federal agencies such as the FBI and U.S. Coast Guard have authority over terrorism-related and maritime incidents respectively.
- The City of Norfolk operates under a coordinated Emergency Operations Plan aligned with state and federal frameworks.
- Public health, behavioral health, and sheltering services may be required during and after an incident.
- Debris management, evidence preservation, and infrastructure impacts will be key considerations during recovery.

ASSUMPTIONS

- Explosive incidents may occur without warning and may involve multiple devices or coordinated attacks.
- First responders will be the primary targets of secondary devices or ambush tactics in some scenarios.
- Explosions may result in large numbers of fatalities and injuries, including complex trauma and burn victims.
- Some affected areas may be inaccessible due to structural collapse, fire, or contamination.
- Evacuations, traffic disruptions, and shelter-in-place orders may be necessary based on the size and location of the incident.
- Local response agencies will initiate a unified command structure, with support from regional, state, and federal partners as needed.
- Public demand for information and guidance will be immediately sustained throughout the incident.

- Behavioral health impacts will extend beyond victims and may affect responders, witnesses, and the broader community.
- The city will require long-term recovery resources and support, especially if critical infrastructure or economic sectors are impacted.
- All response operations must prioritize the preservation of evidence while balancing life safety and hazard mitigation.

CONCEPT OF OPERATIONS

The City of Norfolk's response to an incendiary or explosive device incident follows the National Incident Management System (NIMS) and Incident Command System (ICS) framework, ensuring coordinated actions across all responding agencies.

INCIDENT COMMAND STRUCTURE

The Norfolk Police Department Bomb Squad will assume command of any incident involving a suspected or confirmed explosive device. However, due to the high likelihood of hazardous materials, fire hazards, and multiple casualties, Norfolk Fire-Rescue (NF-R) will support Incident Command directly until the scene is rendered safe.

Upon stabilization, the scene transitions into an investigation phase. If terrorism is suspected or confirmed, the Federal Bureau of Investigation (FBI) becomes the lead investigative agency. A traditional FBI Command Post will transition into a Joint Operations Center (JOC), incorporating decision-making officials from local, state, and federal agencies. If activated, the Joint Field Office (JFO) will be co-located with the JOC to support extended operations.

According to the Commonwealth of Virginia Emergency Operations Plan (COVEOP):

- The Virginia State Police serves as the lead state agency for explosive-related incidents.
- The U.S. Coast Guard is the lead federal agency for maritime incidents.

INCIDENT PRIORITIES

- Prevent further loss of life or serious injury
- Stabilize the scene and prevent escalation
- Minimize property damage and environmental impact
- Maintain public awareness and timely communication

INCIDENT OBJECTIVES

- Triage, treat, transport, and track injured people
- Extinguish fires and mitigate hazards

- Preventing further structural collapse
- Extricate trapped victims
- Establish and secure a perimeter
- Implement traffic control and rerouting plans
- Develop and enforce a security plan for responders and critical infrastructure
- Initiate a criminal investigation in coordination with appropriate authorities

INTELLIGENCE AND INFORMATION SHARING

Intelligence plays a critical role in both the prevention and response to explosive incidents. The Intelligence, Information Sharing, and Dissemination function facilitates real-time exchange of actionable, relevant, and frequently updated information across all levels of government, the private sector, and the community.

An Intelligence Unit will be embedded within the Incident Command structure, composed of representatives from:

- Norfolk Police Department
- Virginia State Police Fusion Center
- Federal Bureau of Investigation (FBI)
- Joint Terrorism Task Force (JTTF)

ALERTS AND WARNINGS

Upon notification via 911, Norfolk Emergency Preparedness and Response will activate alerts and notifications to appropriate city departments and the public, providing guidance on protective actions. A Team Norfolk briefing will be initiated by Norfolk 911 when appropriate.

- For maritime incidents, the U.S. Coast Guard will issue notifications via Homeport.
- If a K-12 school or higher education institution is affected, school officials will issue alerts to students, faculty, and parents using their designated emergency notification systems.

OPERATIONAL PERIODS AND SITUATION REPORTS

Operational periods will be established by the Incident Commander based on the complexity and duration of the incident. These defined timeframes support strategic planning and coordinate response activities. Situation Reports (SitReps) will be produced as needed to inform stakeholders of current conditions, actions taken, and anticipated needs.

RESOURCE REQUESTS AND LOGISTICS

Resource needs will be identified and requested by the on-scene command and coordinated through Emergency Support Function (ESF) 7 – Logistics.

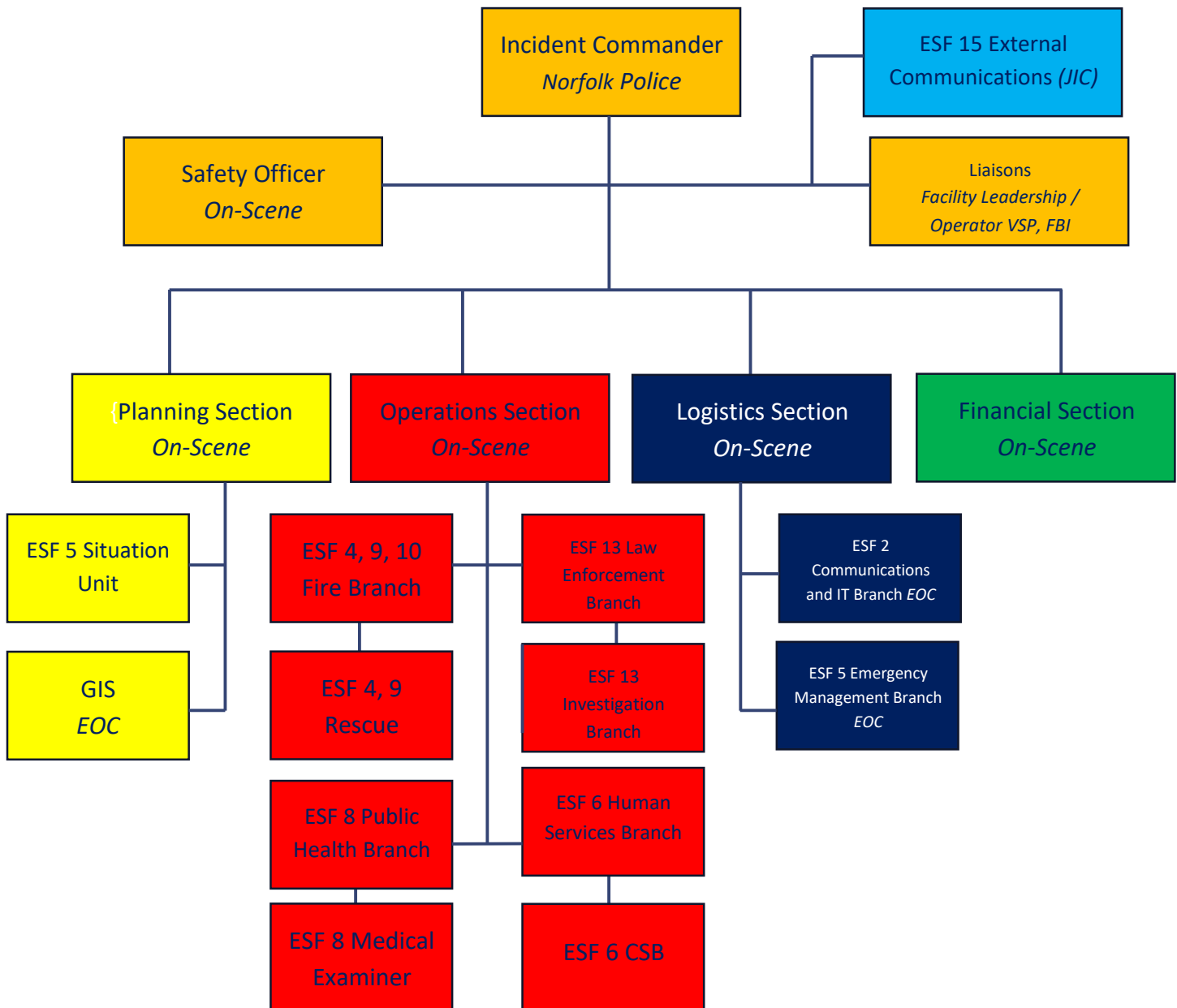
If local resources are overwhelmed:

- Mutual aid agreements with neighboring jurisdictions and volunteer agencies will be activated.
- Requests for additional support will be forwarded to the Virginia Emergency Operations Center (VEOC).
- A local emergency declaration must be in place, and local resources fully committed, before requesting state or federal aid.

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ORGANIZATIONAL STRUCTURE

The response to an incendiary or explosive incident will utilize Norfolk's ICS/ESF hybrid model. This structure integrates the flexibility of the Incident Command System with the support and functional coordination provided by the Emergency Support Function approach.



Note: Incident Command is established on-scene; the Emergency Operations Center provides logistical support to the on-scene command as requested.

SCENE SAFETY AND ACCESS CONTROL ZONES

This section provides a standard layout for establishing safety and access control zones at the scene of an incendiary or explosive device incident. These zones are essential to protect responders, facilitate safe operations, and preserve the integrity of the scene for investigative purposes.

Hot Zone

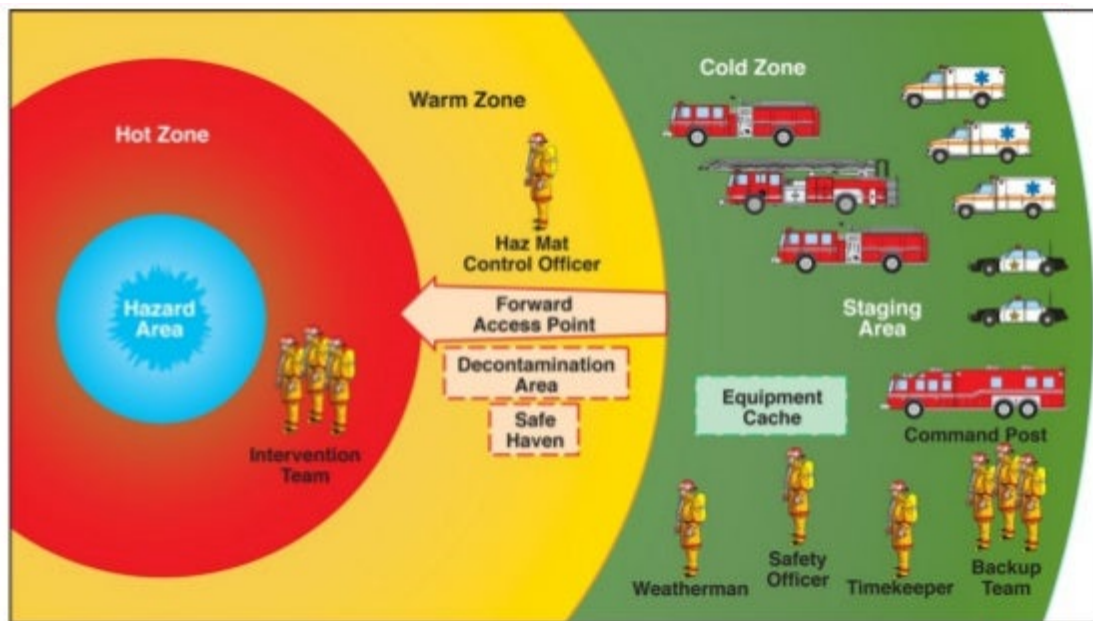
The immediate blast area. Restricted to Bomb Squad personnel, fire-rescue, hazmat teams, and investigators. This zone may contain active threats such as secondary devices or hazardous debris.

Warm Zone

Serves as the buffer between the hot and cold zones. This is where triage, casualty collection, decontamination, and ambulance loading take place. Only mission-critical personnel wearing proper PPE should enter this zone.

Cold Zone

The support area is outside the hazard perimeter. Contains the Unified Command Post, responder staging, media coordination, family reunification points, and other support elements. Public access is restricted.



TRAINING AND PUBLIC OUTREACH

To ensure city staff, public safety personnel, volunteers, and the community are adequately prepared to respond to and recover from incidents involving incendiary or explosive devices through regular training, exercises, and outreach activities.

TRAINING AND EXERCISES

- Norfolk Emergency Management, in coordination with Norfolk Fire-Rescue and the Norfolk Police Department, will conduct annual training focused on response operations related to suspicious packages, explosive incidents, and post-blast rescue.
- All relevant departments and agencies listed in this plan are expected to participate in citywide exercises or drills simulating explosive or IED events.
- Tabletop exercises, functional exercises, and full-scale simulations will be used to validate operational coordination, scene safety protocols, mass casualty response, and incident investigation.
- Specialized training will include coordination with federal assets such as the FBI, FEMA USAR teams, and Joint Task Force–Civil Support (JTF-CS).
- Norfolk CERT will be included in appropriate exercises and provided training on basic triage, light search and rescue, shelter support, and situational reporting.

PUBLIC OUTREACH AND COMMUNITY PREPAREDNESS

- Norfolk Emergency Management will work with Norfolk CERT, Norfolk Police, and Norfolk Fire-Rescue to raise public awareness about suspicious activity reporting (e.g., “See Something, Say Something”), shelter-in-place procedures, and evacuation readiness.
- Community outreach efforts will include the distribution of emergency preparedness materials at civic events, town halls, faith-based meetings, and online platforms.
- Special emphasis will be placed on engaging vulnerable populations, individuals with access and functional needs, and non-English-speaking communities.
- Norfolk CERT will play a lead role in delivering preparedness education, supporting drills, and serving as a neighborhood-level liaison during response operations.
- Public messaging tools—including Norfolk Alert, Norfolk.gov, and social media platforms—will be utilized to share preparedness tips, safety guidance, and recovery resources before, during, and after an incident.

REENTRY AND RESUMPTION PROTOCOLS

The decision to allow reentry into an area impacted by an incendiary or explosive device will be based on a coordinated assessment led by Incident Command, in consultation with public safety, public

health, and structural safety officials. Reentry must balance the need to resume operations with the imperative to protect life and preserve the integrity of the crime scene.

Reentry Protocols Include:

- **Safety Clearance:** The scene must be declared safe by the Bomb Squad, Fire Marshal, and any relevant HazMat or structural specialists.
- **Coordination with Law Enforcement:** Reentry will not begin until law enforcement determines that all investigative activities are complete or no longer require exclusive scene control.
- **Public Health Review:** If contamination (chemical, biological, etc.) is suspected, reentry will be coordinated with the Norfolk Department of Public Health and VDH.
- **Staged Reopening:** Reentry may occur in phases, prioritizing critical infrastructure, businesses, and residents, based on geographic and functional priorities.
- **Communication:** ESF 15 will coordinate the release of reentry guidance to the public via Norfolk Alert, the city website, and media outlets.
- **Documentation:** All actions related to zone clearance and reentry must be documented for after-action reporting and potential FEMA reimbursement.

AFTER-ACTION REVIEW AND IMPROVEMENT PLANNING FRAMEWORK

Following any activation of this plan, Norfolk Emergency Management will initiate an After-Action Review (AAR) process to evaluate the effectiveness of response efforts and identify areas for improvement. The process will be collaborative, inclusive, and consistent with FEMA's Homeland Security Exercise and Evaluation Program (HSEEP) methodology.

AAR Process Includes:

- **Initial Hotwash:** Conducted within 48–72 hours of demobilization with key ESFs, Incident Command, and EOC leadership.
- **Partner Survey Distribution:** A structured survey will be sent to all participating agencies and stakeholders to collect input.
- **Formal AAR Meeting:** Held within 30 days post-incident to review findings, validate observations, and assign responsibility for corrective actions.
- **Improvement Plan (IP):** Developed in tandem with the AAR to track short- and long-term corrective actions.
- **Integration:** AAR/IP findings will inform future plan revisions, training needs, and exercise priorities.

PLAN MAINTENANCE AND REVIEW SCHEDULE

Norfolk Emergency Management is responsible for maintaining and updating this plan. It will be reviewed annually, or more frequently as necessary, to incorporate changes in policy, emerging threats, organizational structure, or lessons learned from real-world incidents and exercises.

Maintenance Procedures:

- Annual review with core ESF stakeholders, including Norfolk Police, Fire-Rescue, Public Health, and Emergency Management.
- Revisions are triggered by after-action findings, regulatory updates, or major organizational changes.
- Archived versions will be maintained in accordance with the City of Norfolk's document retention policy.
- Updated versions will be distributed to all applicable departments, published to secure city planning portals, and included in Team Norfolk reference materials.

ROLES AND RESPONSIBILITIES

Individual / Homeowner / Business Owner

Community members play a vital role in the overall safety and effectiveness of response efforts during an explosive or incendiary incident. The following responsibilities apply to individuals, homeowners, and business owners before, during, and after such an event:

- **Report Suspicious Activity:** Remain vigilant and immediately report any suspicious behavior, packages, or vehicles to law enforcement. Follow the "See Something, Say Something" guidance.
- **Designate a Facility Liaison:** If your property or business is directly impacted, designate a knowledgeable representative to serve as a liaison to Incident Command. This person should have access to critical building systems, keys, floor plans, and security footage if available.
- **Follow Decontamination Instructions:** Comply with instructions provided by emergency personnel regarding relocation, decontamination, or shelter-in-place protocols. Be prepared to move to a designated decontamination site if required.
- **Cooperate with Investigators:** If present at the scene, expect to be interviewed or asked for information as part of the investigation. Your observations may provide critical evidence.
- **Support Family Reunification Efforts:** Be prepared to assist in coordinating or supporting a Family Assistance Center (FAC) or reunification strategy, particularly if your facility is used as a shelter, community hub, or staging site.

EMERGENCY SUPPORT FUNCTION 1: TRANSPORTATION

Primary Agency: Traffic Management Unit

Support Agencies: Norfolk Public Works (Smart Traffic Division), Norfolk Emergency Management, Norfolk Fire-Rescue, Virginia Department of Transportation (VDOT)

KEY RESPONSIBILITIES

Norfolk Police Department – Traffic Management Unit

- Identify and implement evacuation routes and establish secure perimeters based on the incident's location and threat conditions.
- Coordinate with Norfolk Public Works to initiate timely road closures, detours, and traffic redirection to ensure safe and efficient responder access.
- Support emergency access routes for Bomb Squad, Fire-Rescue, EMS, and investigation teams.
- Maintain law enforcement presence at key intersections or checkpoints as needed to manage traffic flow and secure the scene.

Norfolk Public Works – Smart Traffic Division

- Coordinate closely with NPD to deploy physical traffic control measures, including barriers, cones, and directional signage.
- Operate message boards and traffic control systems to redirect the vehicle flow away from the affected area.
- Push real-time road closure and rerouting updates through the WAZE app and other digital traffic platforms.
- Support debris removal and structural assessments of impacted roads, bridges, and tunnels if damage has occurred.
- Assist with setting up secure corridors for emergency vehicle ingress/egress.

Virginia Department of Transportation (VDOT)

- Provide support for state-maintained roadways affected by the incident.
- Offer technical assistance for detours and signage on highways or major thoroughfares.
- Coordinate with state-level traffic management centers for regional impacts.

Norfolk Emergency Management

- Share situational updates with transportation stakeholders.
- Coordinate public messaging related to transportation disruptions with ESF 15 – External Affairs.

- Integrate traffic operations into the broader response and recovery strategy, particularly for access to shelter sites or medical facilities.

Additional Considerations

- Priority should be given to establishing clear evacuation routes and always maintaining emergency access.
- Coordination between ESF 1 and ESF 13 (Public Safety and Security) is critical to maintaining traffic control within secure zones.
- All detours and closures should be continuously evaluated and adjusted based on incident progression and responder needs.
- Transportation recovery operations may require damage assessments, structural inspections, and phased reopening of impacted routes.

EMERGENCY SUPPORT FUNCTION 2: COMMUNICATIONS

Primary Agency: Norfolk Department of Information Technology

Support Agencies: Norfolk Emergency Management, Norfolk 911, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Department of Communications and Marketing, Norfolk Public Works – Smart Traffic, Regional Radio System Partners

KEY RESPONSIBILITIES

Norfolk Department of Information Technology

- Ensure uninterrupted functionality of critical communication systems, including radio, data, and voice networks used by responders and EOC staff.
- Activate emergency communication protocols and provide on-call IT support to incident command and field personnel.
- Deploy mobile communication assets or satellite connectivity (e.g., Starlink) if primary systems are compromised or overloaded.
- Coordinate restoration of damaged communications infrastructure in impacted areas.

Norfolk Emergency Management

- Monitor and support the integration of interoperable communications among all responding agencies.
- Maintain and distribute contact lists for EOC liaisons, field commanders, and supporting partners.
- Coordinate use of Norfolk Alert and Wireless Emergency Alerts (WEA) in conjunction with ESF 15 to disseminate protective action guidance.

- Activate redundant communication systems as needed for command and control.

Norfolk 911

- Serve as the central point for emergency call intake and dispatch operations throughout the incident.
- Maintain communication with on-scene units, ensuring timely coordination and deployment of public safety resources.
- Share real-time incident information with Norfolk Emergency Management and the EOC.
- Initiate Team Norfolk briefings when an incident meets activation criteria or disrupts normal city operations.
- Coordinate with the Joint Information Center (JIC) to ensure accurate messaging and alerting through public-facing platforms.

Norfolk Police Department and Norfolk Fire-Rescue

- Maintain tactical radio communications in the field and coordinate with mutual aid units via interoperable channels.
- Report communication outages or interference to the EOC and IT for resolution.
- Support the relay of situational updates between field command and the EOC.

Norfolk Department of Communications and Marketing

- Coordinate with IT to ensure communication systems used for public messaging (e.g., Norfolk.gov, social media, virtual briefings) remain operational.
- Support livestream capabilities or remote coordination with the Joint Information Center (JIC) if required.

Regional Radio System Partners

- Support regional interoperability and provide mutual aid communication support if city systems are compromised.
- Monitor for system overload or interference and provide troubleshooting resources.

Additional Considerations

- Communication redundancy is essential during explosive incidents due to the potential for infrastructure damage and system overload.
- ESF 2 should work closely with ESF 15 (External Affairs) to ensure timely, accurate public messaging and alerting.
- Interoperable communication testing should be regularly conducted across public safety agencies to ensure readiness.

- Post-blast scenarios may require mobile repeaters or portable radios in the event of damaged radio towers or disrupted cellular service.

EMERGENCY SUPPORT FUNCTION 3: PUBLIC WORKS, UTILITIES & ENGINEERING

Primary Agency: Norfolk Public Works

Support Agencies: Norfolk Utilities, Norfolk General Services, Norfolk Emergency Management, Norfolk Fire-Rescue (Hazmat), Norfolk Police Department, Norfolk Information Technology, Virginia Department of Environmental Quality (DEQ), Dominion Energy, Virginia Natural Gas, Hampton Roads Sanitation District (HRSD), Private Utility Contractors

KEY RESPONSIBILITIES

Norfolk Public Works

- Dispatch heavy equipment and personnel to assist with debris clearance upon request from Incident Command.
- Coordinate with law enforcement to ensure that debris operations do not compromise crime scene investigations or evidence preservation.
- Assess and stabilize damaged roads, bridges, sidewalks, and public right-of-way infrastructure near the blast area.
- Erect barriers or fencing to isolate unsafe structures and prevent public access.
- Coordinate hazardous debris removal if materials are suspected to be chemically or radiologically contaminated.
- Provide damage assessments for critical infrastructure to the EOC and relevant stakeholders.
- Support utility restoration efforts by coordinating site access and debris removal.

Norfolk Utilities

- Assess and restore water, wastewater, and stormwater systems impacted by the explosion.
- Shut off utility services (e.g., water or sewer lines) as needed to support incident stabilization or prevent secondary damage.
- Monitor for contamination or hazardous conditions in utility systems.

Norfolk General Services

- Provide engineering support and inspection services for public buildings damaged by the blast.
- Coordinate structural evaluations and facility shutdowns or repairs as needed.
- Deploy building trades and facilities staff to assist with emergency access or stabilization tasks.

Norfolk Information Technology

- Support recovery of damaged technology infrastructure, such as fiber lines, communications nodes, or signal cabinets.
- Coordinate with utility crews to protect and restore city-owned IT infrastructure.

Norfolk Emergency Management

- Integrate public works and utilities information into the city's overall incident action plan and situation reports.
- Coordinate mutual aid or contractor support for large-scale damage or extended debris operations.
- Ensure alignment with recovery planning and disaster cost-tracking requirements.

Dominion Energy / Virginia Natural Gas / HRSD / Other Utility Providers

- Provide emergency shutoff, repair, and restoration services for gas, electric, and sewer infrastructure.
- Coordinate closely with Incident Command and city officials to maintain safety and protect utility crews.
- Support risk assessments for utility-related hazards, such as gas leaks or downed lines.

Additional Considerations

- Man-made disasters such as terrorist attacks may result in widespread infrastructure damage and significant debris management needs.
- Crime scene constraints will likely delay or restrict standard debris operations and require coordination with law enforcement to preserve evidence.
- If contamination is present, debris removal must follow public health and environmental protection guidelines and may require specialized contractors.
- Debris operations should be tracked for FEMA reimbursement purposes and coordinated with ESF 14 (Recovery) when applicable.
- Coordination with ESF 8 (Public Health) is necessary if water, wastewater, or hazardous debris impacts public health or sanitation systems.

EMERGENCY SUPPORT FUNCTION 4: FIREFIGHTING

Primary Agency: Norfolk Fire-Rescue

Support Agencies: Norfolk Police Department, Norfolk Emergency Management, Norfolk Public Health, Norfolk Public Works, Norfolk General Services, Virginia Department of Fire Programs, Mutual Aid Fire Departments, Federal Bureau of Investigation (FBI), Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF)

KEY RESPONSIBILITIES

Norfolk Fire-Rescue

- Identify existing or potential health and safety risks to responders, including structural hazards, secondary devices, hazardous materials, or environmental conditions.
- Deploy fire suppression units to extinguish fires caused by the explosion and prevent fire spread to nearby structures or critical infrastructure.
- Provide on-scene emergency medical support, triage, and patient transport in coordination with EMS operations.
- Assist with victim extrication from collapsed or structurally compromised areas.
- Coordinate with law enforcement and the Bomb Squad to ensure the scene is cleared of explosive hazards before conducting fire operations.
- Support the post-incident investigation by assisting in origin and cause analysis, particularly if arson or incendiary devices are suspected.
- Establish and enforce safety zones for responders and the public, including evacuation of structures at risk of fire or collapse.
- Provide incident support to the Fire Marshal's Office, which may lead or assist in joint investigations.
- Coordinate with ESF 8 (Public Health) regarding potential hazardous material exposures or contamination concerns.

Norfolk Emergency Management

- Facilitate coordination between Norfolk Fire-Rescue and regional, state, or federal firefighting resources as needed.
- Integrate fire incident information into the EOC's situational awareness and operational planning.
- Support resource requests and logistics for extended fire operations.

Norfolk Police Department / FBI / ATF

- Coordinate unified command structures at the scene of intentional explosive events.
- Work closely with Norfolk Fire Marshal's Office and federal partners to determine the cause, assist in evidence collection, and manage crime scene operations.

Mutual Aid Fire Departments / Virginia Department of Fire Programs

- Provide surge staffing, equipment, and specialized units (e.g., heavy rescue, hazmat) as needed.
- Assist with fire suppression, victim rescue, and support for extended operations under mutual aid agreements.

Additional Considerations

- Structural collapse, fire hazards, and secondary devices pose extreme risks in post-blast environments. Fire personnel must follow strict safety protocols and coordinate entry with law enforcement and bomb technicians.
- Norfolk Fire-Rescue should be integrated early in unified command when IEDs or incendiary devices are involved.
- Mental health and peer support resources may be needed for responders exposed to traumatic scenes or mass casualty incidents.
- ESF 4 should coordinate with ESF 10 (Hazardous Materials Response) when there is any suspicion of chemical, biological, or radiological contaminants associated with the explosive device.

EMERGENCY SUPPORT FUNCTION 5: INFORMATION AND PLANNING

Primary Agency: Norfolk Emergency Management

Support Agencies: Norfolk Fire-Rescue, Norfolk Police Department, Norfolk Department of Communications and Marketing, Norfolk Information Technology, National Weather Service (NWS), Virginia Department of Emergency Management (VDEM), Hampton Roads Incident Management Team (HRIMT), FEMA Region III, Joint Task Force – Civil Support (JTF-CS)

KEY RESPONSIBILITIES

Norfolk Emergency Management

- Recommend the declaration of a local emergency to activate citywide response and request state or federal support, as needed.
- Coordinate overall incident planning, including the development of Incident Action Plans (IAPs), Situation Reports (SitReps), and briefings for leadership and stakeholders.
- Monitor forecasts from the National Weather Service (NWS) to assess implications of weather conditions on plume dispersion, shelter operations, responder safety, or evacuations.
- Assist in disseminating evacuation, shelter-in-place, or other protective action orders in coordination with Incident Command and ESF 15 (External Affairs).
- Track resource status, requests, and deployments in coordination with ESF 7 (Logistics).
- Facilitate coordination with regional and federal planning teams, including the Hampton Roads Incident Management Team (HRIMT) and FEMA's Rapid Needs Assessment Team (RNA), when deployed.
- Integrate intelligence and situational updates from the field into operational planning.

Hampton Roads Incident Management Team (HRIMT)

- Support the City's incident coordination and planning operations during large-scale or extended events.
- Provide ICS-trained personnel to assist with planning, logistics, documentation, and resource management functions within the EOC or at Incident Command.

FEMA – Rapid Needs Assessment (RNA) Team

- When deployed, rapidly assess the incident's impact and identify unmet needs across functional areas, including public works, public health, search and rescue, hazardous materials, and mass care.
- Operate as a self-sufficient interagency team for up to 72 hours, supported by Mobile Emergency Response Support (MERS) communications and logistics.
- Provide assessment findings with FEMA's Emergency Response Team Advanced (ERT-A) or designated coordination entity.

Joint Task Force – Civil Support (JTF-CS)

- May be requested for complex incidents involving mass casualties, hazardous contamination, or overwhelmed local capabilities.
- Provide support to mass casualty medical care, medical staff augmentation, and mass fatality management between 48–96 hours post-incident and beyond.
- Coordinate with the EOC and Unified Command to integrate military resources into consequence management operations.

FEMA – Region III / Joint Field Office (JFO)

- If activated, establish a Joint Field Office to serve as the federal coordination hub for recovery and federal response.
- Provide technical guidance and navigate programs such as the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) when no responsible party is identified for cleanup operations.
- Collaborate with state and local planners to transition from short-term response to intermediate recovery.

Additional Considerations

- Planning functions must operate continuously throughout the incident to provide real-time decision support and ensure a coordinated response.
- ESF 5 plays a central role in aligning the activities of all activated ESFs through the production of situational awareness tools, briefings, and forward-looking plans.

- Close coordination with ESFs 1, 6, 7, 8, 10, and 15 is essential to ensure integration of field data, public messaging, resource needs, and community impacts.
- Information and Planning should also incorporate mental health, vulnerable populations, and long-term displacement considerations into planning products.

EMERGENCY SUPPORT FUNCTION 6: MASS CARE, EMERGENCY ASSISTANCE, TEMPORARY HOUSING, AND HUMAN SERVICES

Primary Agencies: Norfolk Department of Human Services, Norfolk Community Services Board (CSB)

Support Agencies: American Red Cross, Voluntary Organizations Active in Disaster (VOAD), Norfolk Community Emergency Response Team (CERT), Norfolk Emergency Management, Norfolk Department of Public Health, Norfolk Public Schools, Norfolk Animal Care and Adoption Center (NACAC), Norfolk Department of Communications and Marketing, Norfolk Police Department, Virginia Department of Social Services (VDSS)

KEY RESPONSIBILITIES

Norfolk Human Services / Community Services Board (CSB)

- Be prepared to activate and support emergency shelters, including facilities capable of accommodating individuals with access and functional needs.
- Coordinate with Norfolk Animal Care and Adoption Center to ensure co-located or adjacent sheltering options for pets.
- Identify and conduct wellness checks on vulnerable clients who may reside in or near the impacted area.
- Support registration, feeding, and reunification efforts for displaced individuals.
- Coordinate individual assistance services, including short-term housing, emergency financial support, and access to benefits for eligible survivors.
- Deploy Crisis Intervention Team (CIT) personnel or mental health professionals to support survivors and responders with acute psychological needs.
- Assist in identifying long-term care options for individuals whose homes are rendered uninhabitable.
- Provide case management services for affected individuals and families to support recovery.
- Support the activation of a Family Reception Center (FRC) or Victim Assistance Center (VAC), if needed.

American Red Cross / VOAD Partners

- Assist in establishing and operating emergency shelters, including staffing, supplies, registration, and food service.

- Collaborate with the City to activate the People Finder program and other reunification tools.
- Provide emotional and spiritual care services for survivors, responders, and impacted families.
- Support the distribution of comfort kits, clean-up kits, and other recovery materials as needed.
- Mobilize trained disaster response volunteers to assist with shelter operations and human services support.

Norfolk Community Emergency Response Team (CERT)

- Support shelter operations by assisting with registration, logistics, and basic supply distribution.
- Provide comfort support, information, and non-clinical assistance to displaced individuals and families.
- Assist with community outreach and door-to-door wellness checks in affected neighborhoods.
- Help facilitate the setup and operation of Family Assistance Centers or Reunification Sites, as requested by Norfolk Emergency Management.

Norfolk Emergency Management

- Coordinate shelter location selection, activation, and staffing support.
- Ensure that shelter needs are integrated into the overall incident action plan.
- Liaise with state and federal partners for additional mass care resources as needed.

Norfolk Public Schools

- Support the use of school facilities as emergency shelters when appropriate.
- Coordinate custodial, cafeteria, and facility access support with Human Services and Red Cross.

Norfolk Department of Public Health

- Monitor shelter conditions for public health concerns, including sanitation, disease prevention, and medication access.
- Coordinate immunization support or outbreak response in shelter environments, if needed.

Norfolk Animal Care and Adoption Center (NACAC)

- Provide animal sheltering support and coordinate animal reunification efforts.
- Offer on-site care for household pets in alignment with sheltering operations.

Norfolk Department of Communications and Marketing

- Support mass care messaging related to shelter locations, evacuation procedures, reunification, and available assistance services.
- Ensure public information is accessible and provided in multiple languages and formats, in coordination with ESF 15 and the Joint Information Center (JIC).

- Assist in media coordination at shelter or family assistance center sites as appropriate.

Additional Considerations

- Emotional trauma and mental health needs may be severe following an explosive incident. Mass care operations should include behavioral health staff from the outset.
- Coordination with ESF 8 (Public Health) and ESF 15 (External Affairs) is essential for clear communication with displaced residents.
- Language access, ADA compliance, and culturally appropriate care should be considered in all sheltering and assistance operations.
- A scalable sheltering plan should be maintained to support rapid expansion or demobilization based on evolving needs.

EMERGENCY SUPPORT FUNCTION 7: LOGISTICS

Primary Agency: Norfolk Department of General Services

Support Agencies: Norfolk Community Emergency Response Team (CERT), Norfolk Emergency Management, Norfolk Public Works, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Department of Information Technology, Norfolk Human Services, Finance Department (Procurement), Virginia Emergency Operations Center (VEOC), Private Contractors, Mutual Aid Jurisdictions

KEY RESPONSIBILITIES

Norfolk Department of General Services

- Serve as the lead agency for coordinating logistics support and resource management for city departments during response operations.
- Source, procure, and deploy emergency equipment, supplies, and facilities in support of field and EOC operations.
- Coordinate with Procurement and Finance to document expenses, track assets, and initiate emergency purchasing procedures.
- Maintain staging areas or supply points for the delivery and distribution of critical resources, such as barricades, signage, personal protective equipment (PPE), lighting, and shelter supplies.
- Support responder rehabilitation needs by providing equipment such as cooling stations, cots, lighting, fuel, generators, or tents.

Norfolk Community Emergency Response Team (CERT)

- Assist with resource staging, distribution, and accountability for supplies delivered to shelters, response sites, or staging areas.

- Provide personnel support for logistics operations, including the setup of tents, tables, lighting, or responder rehab areas.
- Relay unmet logistical needs from community-level operations to the EOC or Incident Command.
- Support inventory tracking and basic recordkeeping functions at distribution sites.

Norfolk Emergency Management

- Maintain situational awareness of resource needs and coordinate requests through the Emergency Operations Center (EOC).
- Validate and prioritize resource requests from the field and ensure alignment with Incident Command objectives.
- Request additional support from the Virginia Emergency Operations Center (VEOC) when local resources are exhausted.
- Support the coordination of mutual aid resources and vendor contracts for logistics services.

Norfolk Public Works

- Provide personnel and vehicles to assist with the transportation and delivery of materials and equipment.
- Support the setup of physical infrastructure such as barriers, fencing, and staging areas.

Norfolk Police Department / Fire-Rescue

- Identify on-scene logistical needs, including scene lighting, perimeter control equipment, and responder rehab supplies.
- Communicate unmet resource needs through Unified Command to the EOC.

Norfolk Department of Information Technology

- Provide technology support for logistics tracking, field communications, and remote connectivity.
- Support the deployment of Starlink or backup networks to maintain connectivity in damaged areas.

Norfolk Human Services

- Coordinate requests for emergency shelter supplies, cots, blankets, hygiene kits, and other mass care-related resources in partnership with General Services.
- Support resource tracking and inventory control for human services-related operations, including family assistance centers or reunification sites.

- Identify vendor and nonprofit partners that may assist with the procurement or distribution of emergency assistance supplies.
- Assist with logistics planning for populations with access and functional needs, including the transport and delivery of medical devices, mobility aids, and dietary-specific food.

Finance Department (Procurement)

- Expedite emergency purchasing processes and ensure compliance with local, state, and federal guidelines.
- Track expenditures for potential reimbursement through FEMA or state assistance programs.

Virginia Emergency Operations Center (VEOC)

- Provide state-level support for equipment, personnel, and specialized resources through mission requests.
- Facilitate access to the Emergency Management Assistance Compact (EMAC) for interstate mutual aid.

Private Contractors / Mutual Aid Jurisdictions

- Supplement city logistics capabilities with specialized personnel, equipment, or transport.
- Maintain coordination through General Services or Emergency Management to ensure accountability.

Additional Considerations

- All resource requests should follow the established ICS 213RR (Resource Request) process and be documented for financial and operational accountability.
- ESF 7 should maintain a logistics status board to track deployed assets, delivery timelines, and resource shortfalls.
- Support to shelters, investigation areas, media centers, and VIP sites may require dedicated logistics support.
- Early coordination with ESFs 1, 4, 6, and 10 is critical to anticipate and meet high-demand resource needs.
- Logistics support should also include consideration for long-term operations and recovery phases.

EMERGENCY SUPPORT FUNCTION 8: PUBLIC HEALTH AND MEDICAL SERVICES

Primary Agencies: Norfolk Department of Public Health

Support Agencies: Norfolk Fire-Rescue (EMS), Hampton Roads Metropolitan Medical Response System Team (HRMMRST), Office of the Chief Medical Examiner (OCME), Eastern Virginia Healthcare Coalition (EVHC) – Regional Hospital Coordination Center (RHCC), Disaster Medical Assistance Team (DMAT), Norfolk Emergency Management, Norfolk Community Services Board (CSB), Virginia Department of Health (VDH)

KEY RESPONSIBILITIES

Norfolk Department of Public Health

- Serve as the lead agency for public health coordination, medical surge planning, and health risk communication.
- Assist the Joint Information Center (JIC) in communicating long-term health risks and addressing community concerns related to exposure, contamination, or psychological trauma.
- Monitor public health impacts and potential disease outbreaks in shelters, hospitals, and mass gathering sites.
- Provide guidance on decontamination protocols and medical countermeasures, if needed.
- Coordinate immunization or prophylaxis operations in conjunction with VDH and the Strategic National Stockpile, if required.
- Support medical personnel and public health liaisons deployed to the EOC or field command.

Norfolk Fire-Rescue (EMS Division)

- Provide immediate emergency medical response, field triage, patient stabilization, and transport.
- Establish triage zones and coordinate with receiving hospitals.
- Communicate patient counts, injury types, and transport status to the Regional Hospital Coordination Center (RHCC).
- Coordinate with HRMMRST and DMAT for additional medical surge capability.

Hampton Roads Metropolitan Medical Response System Team (HRMMRST)

- Deploy personnel and resources to support mass casualty response, including triage and field medical treatment (expected arrival within 2 hours of activation).
- Provide on-scene support to EMS operations with specialized equipment, staff, and casualty management assets.
- Deploy Critical Incident Stress Management (CISM) teams to support responder behavioral health needs. This service is available 24/7/365.

Office of the Chief Medical Examiner (OCME)

- Assume jurisdiction over all fatalities resulting from the incident, in accordance with the Code of Virginia (§ 32.1-277 to § 32.1-288).
- Ensure the complete and dignified collection, examination, and identification of the deceased using scientific methods.
- Recover forensic evidence, determine the nature and extent of injuries, and certify the cause and manner of death.
- Manage personal effects and coordinate next-of-kin notifications.
- Coordinate messaging with the JIC regarding deaths and associated inquiries, while maintaining sensitivity and privacy.

Eastern Virginia Healthcare Coalition (EVHC) – Regional Hospital Coordination Center (RHCC)

- Activate and designate a Coordinating Emergency Department to serve as a centralized point of contact for hospitals and the Virginia Department of Health (VDH) Emergency Communications Center (ECC).
- Notify regional hospitals of the event, coordinate bed availability, and assist with the distribution of patients to avoid hospital overload.
- Provide situational awareness across the regional healthcare system.

Disaster Medical Assistance Team (DMAT)

- Deploy under federal authority to support mass casualty operations resulting from non-CBRNE explosive events.
- Capabilities include:
 - Operating for 72 hours without external support
 - Providing out-of-hospital acute care to 250 patients
 - Sustaining hospital care for 30 non-critical inpatients
 - Triage and prep for 200 patients for evacuation
 - Limited lab/pharmacy services, and short-term critical care for up to 2 patients
 - Staff or augment alternate care facilities
 - Support mass vaccination, drug distribution, or medical packaging centers
 - Provide patient staging at a Federal Coordinating Center reception site

Norfolk Community Services Board (CSB)

- Provide behavioral health support, including crisis counseling, grief services, and psychological first aid to survivors and responders.
- Support the Family Assistance Center or Victim Assistance Center operations.
- Coordinate long-term mental health follow-up and referrals for individuals impacted by trauma.

Virginia Department of Health (VDH)

- Provide state-level coordination, technical assistance, and deploy additional epidemiological or public health assets.
- Ensure alignment with statewide medical surge, disease control, and fatality management plans.
- Coordinate laboratory testing and environmental monitoring if needed.

Additional Considerations

- Behavioral health needs, including post-traumatic stress and grief counseling, should be integrated early into response efforts.
- Coordination between ESF 8 and ESF 6 (Mass Care), ESF 5 (Planning), and ESF 15 (Public Information) is essential for ensuring appropriate care, accurate messaging, and coordinated assistance to survivors.
- All medical operations must incorporate provisions for access and functional needs populations, including language access, mobility assistance, and medication continuity.
- Fatality management should be handled with dignity, sensitivity, and efficiency, ensuring cultural and family considerations are respected.
- Coordination with federal partners (e.g., DMAT, OCME, JTF-CS) should be requested early for high-impact or extended incidents.

EMERGENCY SUPPORT FUNCTION 9: SEARCH & RESCUE

Primary Agency: Norfolk Fire-Rescue

Support Agencies: Norfolk Police Department, Norfolk CERT (Community Emergency Response Team), Norfolk Emergency Management, FEMA Urban Search and Rescue (USAR), Virginia Department of Emergency Management (VDEM), Hampton Roads Urban Search and Rescue (HR-VA TF2), Norfolk Public Works, Norfolk General Services

KEY RESPONSIBILITIES

Norfolk Fire-Rescue

- Serve as the lead agency for all technical search and rescue operations within the impacted area.
- Locate, access, and extricate victims who may be trapped in collapsed structures, vehicles, or confined spaces following an explosion.
- Conduct structural triage and hazard assessments before entry.
- Deploy specialized rescue teams and equipment to conduct confined space, rope, or heavy rescue operations as needed.

- Coordinate closely with law enforcement and bomb technicians to ensure the area is cleared of secondary devices before rescue operations.
- Integrate medical triage into rescue operations and coordinate with EMS for immediate transport of survivors.
- Provide rescue situational updates to the Incident Commander and EOC.

Norfolk Police Department

- Support perimeter security and crowd control around rescue operations.
- Assist with missing person reports and the coordination of family reunification efforts.
- Coordinate crime scene preservation in areas where victims are located.

Norfolk Community Emergency Response Team (CERT)

- Support light search and rescue operations in areas deemed safe by public safety officials.
- Assist with initial damage assessments, neighborhood-level welfare checks, and survivor accountability in coordination with Norfolk Emergency Management.
- Provide logistical support at staging areas, shelter sites, or family reunification locations as directed.
- Relay situational updates from the community to the EOC or Incident Command.
- Assist in distributing supplies or supporting responder rehab areas during extended operations.

Norfolk Emergency Management

- Coordinate requests for additional search and rescue assets from regional, state, or federal partners.
- Provide logistical support to deployed rescue teams, including staging areas and communications.
- Integrate search and rescue updates into situational reports and planning cycles.

FEMA Urban Search and Rescue (USAR) / HR-VA TF2

- May be deployed for large-scale or complex incidents involving extensive structural collapse or large numbers of trapped victims.
- Provide specialized equipment, trained personnel, canine search teams, and technical expertise.
- Operate under a unified command with Norfolk Fire-Rescue.

Norfolk Public Works / General Services

- Assist with heavy equipment support during rescue operations (e.g., debris removal, shoring, access).

- Provide structural assessments to support safe rescue entry.
- Support logistics and utility safety needs in coordination with ESF 3.

Additional Considerations

- Coordination with ESF 8 (Public Health and Medical) is essential to ensure timely medical treatment and transport of rescued victims.
- All SAR operations must include proper documentation of victim location and condition and maintain a chain of custody for any evidence discovered during rescue.
- Secondary devices and structural instability pose significant risks to SAR personnel; ongoing coordination with law enforcement and structural engineers is required.
- Behavioral health support should be available to both victims and responders post-extrication.

EMERGENCY SUPPORT FUNCTION 10: OIL AND HAZARDOUS MATERIAL RESPONSE

Primary Agency: Norfolk Fire-Rescue

Support Agencies: Norfolk Police Department, Norfolk Emergency Management, Southside Regional Hazardous Materials Response Team, Regional Bomb Squad / Explosive Ordnance Disposal (EOD) Teams, Tidewater Regional Technical Rescue Team (TRTRT), Virginia Department of Emergency Management (VDEM), Environmental Protection Agency (EPA), Norfolk Public Health, Norfolk Public Works

KEY RESPONSIBILITIES

Norfolk Fire-Rescue

- Serve as the lead agency for hazardous materials (HazMat) response, decontamination, and explosive hazard mitigation during incendiary or explosive device incidents.
- Conduct an initial scene assessment for the presence of hazardous substances, fuels, or explosive residues following detonation.
- Deploy HazMat personnel to perform air monitoring, material identification, and scene decontamination as needed.
- Coordinate the clearing of secondary devices in conjunction with the Regional Bomb Squad and Norfolk Police Department.
- The Fire/Explosives Investigation Unit will lead the origin and cause investigation for all fires and explosions within the City of Norfolk.
- Investigators and designated assistants have law enforcement authority and are responsible for the investigation and prosecution of offenses involving:
 - Hazardous materials
 - Fires and explosions (including bombings and threats)

- Manufacture, possession, or detonation of explosive devices
- False alarms or threats involving such offenses

Norfolk Police Department

- Secure the scene and assist Fire-Rescue with perimeter control and evidence preservation.
- Coordinate with the Fire Marshal on criminal investigation components, including witness interviews and chain-of-custody documentation.
- Work jointly with the Bomb Squad on rendering explosive devices safe.

Southside Regional Hazardous Materials Response Team

- Provide advanced HazMat support for complex or large-scale incidents that exceed local capabilities.
- Deploy specialized equipment and personnel to support containment, neutralization, and cleanup of hazardous substances.

Regional Bomb Squad / Explosive Ordnance Disposal (EOD) Teams

- Assist with the identification, handling, and disposal of explosive devices, suspicious packages, or unexploded ordnance.
- Support secondary device sweeps and scene safety validation before responder entry.

Tidewater Regional Technical Rescue Team (TRTRT)

- Provide specialized technical rescue services, including structural stabilization, confined space rescue, and victim recovery in hazardous or unstable environments.

Norfolk Emergency Management

- Coordinate resource requests for state or federal HazMat support, including mutual aid and contractor activation.
- Ensure incident information is integrated into the EOC's situational reports and planning cycles.
- Support coordination with state and federal partners, including EPA and VDEM.

Norfolk Public Health

- Monitor public health impacts of hazardous material exposure.
- Provide guidance on shelter-in-place or evacuation decisions related to toxic plume or contaminant exposure.
- Coordinate with the Joint Information Center to provide timely health and safety guidance to the public.

Norfolk Public Works

- Support scene access and debris management efforts related to hazardous material contamination.
- Coordinate with HazMat teams for containment of spills affecting stormwater, sewer, or public infrastructure.

Additional Considerations

- Explosive incidents may disperse hazardous chemicals or residues, requiring specialized detection and containment.
- All HazMat operations must be closely coordinated with fire investigation and law enforcement to preserve forensic evidence.
- Decontamination corridors and responder rehab areas should be established early in the response, particularly if chemical exposure is suspected.
- Coordination with ESFs 4, 8, and 15 is essential to ensure life safety, public health messaging, and timely environmental updates.
- All hazardous materials responses should be documented per state and federal reporting requirements and retained for cost recovery.

EMERGENCY SUPPORT FUNCTION 11: AGRICULTURE AND NATURAL RESOURCES ANNEX

Not Applicable to Incendiary / Explosive Device Response

Emergency Support Function 11 is not expected to play a direct role in most incendiary or explosive device incidents. Unless the incident involves contamination of food supplies, water systems, agricultural assets, or animal-related impacts, ESF 11 will not be activated.

Should such circumstances arise, Norfolk Emergency Management will coordinate with the Virginia Department of Agriculture and Consumer Services (VDACS), Norfolk Animal Care and Adoption Center (NACAC), and other partners to assess and mitigate risks to food safety, natural resources, and animal welfare.

EMERGENCY SUPPORT FUNCTION 12: ENERGY

Conditionally Applicable to Incendiary / Explosive Device Response

Emergency Support Function 12 may be activated if an explosive incident causes damage to electrical infrastructure, natural gas lines, or other energy systems, resulting in service disruption or public safety hazards.

If activated, coordination will occur between Norfolk Emergency Management and energy utility providers to assess damage, prioritize restoration, and mitigate hazards.

Key Support Agencies (if activated):

- Dominion Energy
- Virginia Natural Gas
- Norfolk Public Works (Utilities Division)
- Norfolk Department of General Services
- Virginia Department of Emergency Management (VDEM)

Potential Responsibilities:

- Conduct damage assessments of impacted energy systems.
- Coordinate the restoration of electrical power, gas, and other utilities.
- Isolate or shut down hazardous lines or equipment.
- Provide restoration timelines and outage maps to ESF 15 (External Affairs) for public messaging.
- Prioritize power restoration to critical facilities such as hospitals, shelters, and emergency operations centers.

EMERGENCY SUPPORT FUNCTION 13: PUBLIC SAFETY AND SECURITY

Primary Agency: Norfolk Police Department

Support Agencies: Federal Bureau of Investigation (FBI), Virginia State Police (VSP), U.S. Marshals Service (USMS), U.S. Coast Guard (USCG), Norfolk Fire-Rescue, Department of Homeland Security (DHS) Chemical Security Inspector, Virginia State Police Fusion Center, Norfolk Airport Authority, Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), U.S. Secret Service (USSS), National Transportation Safety Board (NTSB), Military Police (as appropriate)

KEY RESPONSIBILITIES

Norfolk Police Department

- Provide Bomb Squad response to support Norfolk Fire-Rescue with suspicious packages, IEDs, or post-blast assessments.
- Coordinate perimeter security and access control around the incident scene, particularly outside the warm and hot zones.
- Deploy Marine Patrol resources to support incidents with a maritime nexus, in coordination with the Hampton Roads Marine Incident Response Team.

- Conduct criminal investigations related to the explosion or suspicious devices, and coordinate with the FBI if terrorism is suspected.
- Assist the Office of the Chief Medical Examiner (OCME) and Mortuary Affairs in coordinating victim identification and status tracking.
- Coordinate interviews, evidence collection, and suspect apprehension in conjunction with federal partners.

Federal Bureau of Investigation (FBI)

- Respond to the scene to assess whether the incident is terrorism related.
- Serve as the lead investigative agency if terrorism is confirmed or suspected.
- Provide technical assistance with evidence collection, forensics, interviews, and suspect tracking.
- Deploy FBI SWAT or tactical units if the situation remains active.
- Support first responders, survivors, and victim-witnesses with Critical Incident Stress Management (CISM) and victim assistance resources.
- Coordinate search warrants and legal processes through federal jurisdiction.

Virginia State Police (VSP)

- Deploy bomb technicians through the VSP Bureau of Criminal Investigation.
- Assist with hazardous materials operations and explosive mitigation.
- Provide intelligence through the Virginia Fusion Center and dispatch an Intelligence Liaison Officer (ILO) to Unified Command.
- May assume command responsibilities if the incident occurs at a state facility or involves state-level jurisdiction.
- Deploy the Major Emergency Response Team for large-scale investigations.

Virginia State Police Fusion Center

- Assign a trained Intelligence Liaison Officer or VFC Analyst to Unified Command or the EOC.
- Provide real-time intelligence sharing with local, state, and federal partners.
- Monitor for indicators of coordinated or follow-on attacks.

Department of Homeland Security – Chemical Security Inspector

- Conduct infrastructure vulnerability assessments and assist with threat analysis of critical assets in the affected area.
- Support the EOC or Unified Command with technical expertise on chemical security risks and mitigation strategies.

U.S. Marshals Service (USMS)

- Respond immediately if the incident involves a federal courthouse or protected federal asset.
- Provide tactical and communications support to on-scene law enforcement.
- Assist with federal prisoner or witness security as needed.

U.S. Coast Guard (USCG)

- Assist with explosive device detection and security enforcement for incidents occurring in or near maritime environments.
- Provide canine teams and explosive detection equipment, particularly at ports and waterfront infrastructure.

Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF)

- Support the investigation of arson, explosive devices, illegal weapons, and forensic analysis of blast scenes.
- Assist with post-blast scene reconstruction and origin/cause determinations.

U.S. Secret Service (USSS)

- Support scene security, threat investigations, or dignitary protection in the event of a targeted attack involving federal officials or facilities.

Norfolk Airport Authority

- Coordinate response and security operations for incidents occurring on or near airport property.
- Provide explosive detection canine support.

National Transportation Safety Board (NTSB)

- May participate if the explosive incident involves mass transit, aviation, or other federally regulated transportation assets.

Military Police (as applicable)

- May provide investigative or logistical support for incidents involving military installations or personnel.
- Do not exercise local law enforcement authority unless under federal orders or in support of DoD investigations.

Potential Resources and Capabilities

- Bomb Canine Units:
 - Norfolk International Airport
 - Virginia State Police
 - U.S. Coast Guard
- Investigative Support Teams:
 - VSP Major Emergency Response Team
 - FBI
 - ATF

Additional Considerations

- If at any time sufficient information indicates the incident was intentional or terrorism-related, notifications must be made to the appropriate local, state, and federal law enforcement agencies.
- Unified Command should include law enforcement representation at all times during high-risk or evolving incidents.
- All public safety agencies must coordinate closely with ESF 2 (Communications), ESF 5 (Planning), and ESF 15 (External Affairs) to ensure accurate situational awareness, secure operations, and timely messaging.

EMERGENCY SUPPORT FUNCTION 14: CROSS-SECTOR BUSINESS AND INFRASTRUCTURE

Primary Agencies: Norfolk Economic Development

Support Agencies: Norfolk Emergency Management, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Information Technology, Norfolk Public Works, Private Sector Stakeholders, Utilities and Critical Infrastructure Owners/Operators, Virginia Fusion Center, Virginia Department of Emergency Management (VDEM), Hampton Roads Chamber of Commerce, Business Continuity Planners

KEY RESPONSIBILITIES

Norfolk Economic Development

- Serve as the liaison between the city and the business community during and after explosive or incendiary incidents.
- Coordinate with Norfolk Emergency Management to identify impacted commercial zones and critical economic infrastructure.
- Support business continuity and recovery planning by engaging affected businesses and providing resource referrals.
- Facilitate communication between local officials and private-sector partners regarding safety measures, access restrictions, and available assistance.

- Collect and share data on economic impacts and disruptions to assist with local, state, and federal disaster declarations and recovery efforts.

Norfolk Emergency Management

- Maintain relationships with private sector stakeholders and infrastructure owners as part of the Team Norfolk framework.
- Coordinate outreach to business and infrastructure partners via Norfolk Alert, EOC briefings, and sector-specific updates.
- Support restoration priorities for lifeline infrastructure (e.g., communications, energy, transportation, water, public health, and emergency services).

Norfolk Information Technology

- Support cybersecurity monitoring for critical digital infrastructure impacted or targeted during the incident.
- Provide technical assistance for businesses affected by system outages or data recovery needs.
- Assist in ensuring the continuity of City-managed digital services and platforms.

Norfolk Public Works / Utilities / Private Sector Infrastructure Operators

- Provide restoration timelines and status updates for infrastructure assets that support commercial or industrial areas.
- Coordinate safe reentry and inspections for private facilities that may have been damaged or evacuated.

Virginia Fusion Center

- Provide threat intelligence updates to local officials and private-sector partners when a credible risk to business or infrastructure exists.
- Support coordination between private security and law enforcement as needed.

Hampton Roads Chamber of Commerce / Business Continuity Planners

- Act as a conduit for information-sharing between the City and member businesses.
- Assist in relaying post-incident recovery guidance, access procedures, and economic support resources.
- Encourage business participation in continuity of operations planning and post-incident coordination efforts.

Additional Considerations

- Explosive incidents that occur in or near commercial districts may result in long-term business closures, job loss, and economic disruption.
- Restoration of business activity is essential to community recovery and must be coordinated with public safety and infrastructure repair efforts.
- Norfolk should maintain updated contact lists for key private sector representatives, especially for critical infrastructure sectors (energy, telecom, transportation, finance, etc.).
- Integration with ESF 5 (Planning), ESF 7 (Logistics), ESF 12 (Energy), and ESF 15 (External Affairs) is essential to prioritize infrastructure restoration, resource support, and timely communication.

EMERGENCY SUPPORT FUNCTION 15: EXTERNAL AFFAIRS

Primary Agency: Norfolk Department of Communications and Marketing

Support Agencies: Norfolk Emergency Management, Norfolk Police Department, Norfolk Fire-Rescue, Norfolk Cares / IMPACT, Norfolk Information Technology, Norfolk Public Health, Norfolk Public Schools, Virginia Department of Emergency Management (VDEM), Federal Bureau of Investigation (FBI) Joint Information Center (JIC), Local and Regional Media Outlets, Community and Faith-Based Organizations

KEY RESPONSIBILITIES

Norfolk Department of Communications and Marketing

- Lead external communications and public information efforts related to the incident, in coordination with Norfolk Emergency Management and Unified Command.
- Activate and manage the Joint Information Center (JIC), including integration with the FBI JIC if the incident involves terrorism or federal jurisdiction.
- Deploy Public Information Officers (PIOs) to support on-scene operations and ensure consistent messaging across field and EOC activities.
- Draft and disseminate emergency messaging via press releases, social media, Norfolk.gov, and subscriber alert platforms.
- Coordinate messaging with emergency services PIOs (e.g., Police, Fire-Rescue) to ensure unified public updates.
- Develop and share FAQ documents, talking points, and response summaries with Norfolk Cares / IMPACT and other public-facing platforms.
- Prepare executive briefings, legislative updates, and leadership summaries for City administration and elected officials.
- Coordinate media inquiries, VIP visits, and press conferences in consultation with the JIC and security personnel.

- Ensure communications are accessible to individuals who are blind, deaf, or hard of hearing, and provide translations as needed for non-English speakers.
- Monitor public sentiment, misinformation, and emerging concerns to adjust messaging and ensure public trust.

Norfolk Emergency Management

- Provide operational updates to Communications and Marketing to support the development of accurate and timely public messages.
- Coordinate the use of Norfolk Alert and Wireless Emergency Alerts (WEA) for issuing time-sensitive protective actions.
- Facilitate coordination between local, state, and federal agencies to ensure consistent messaging across jurisdictions.

Norfolk Cares / IMPACT (664-6510 or TDD/TTY #711)

- Serve as the public's non-emergency hotline for incident-related inquiries.
- Disseminate accurate information and guidance aligned with messaging from the JIC.
- Track frequently asked questions, rumor trends, and information needs to support public messaging and inform leadership briefings.
- Coordinate surge staffing or support from 2-1-1 Virginia if call volume exceeds local capacity.

Norfolk Emergency Management

- Provide operational updates to the JIC to ensure timely and accurate external communications.
- Coordinate the use of Norfolk Alert, Wireless Emergency Alerts (WEA), and other mass notification systems in consultation with ESF 2 (Communications).
- Support the JIC with space, staffing, and access to situational awareness tools.

Norfolk Police / Fire-Rescue PIOs

- Participate in JIC coordination calls, messaging development, and community engagement.
- Provide real-time field updates and safety instructions to the public.
- Support spokesperson duties during briefings and media interviews.

Norfolk Information Technology

- Ensure functionality of city communication systems and Norfolk.gov during the incident.
- Provide technical support for livestreaming briefings, remote press conferences, and virtual JIC operations if needed.

FBI Joint Information Center (JIC)

- Coordinate federal messaging related to the incident, particularly when terrorism is suspected or confirmed.
- Work with Norfolk's JIC to align public messaging and share investigative updates suitable for public release.

Community and Faith-Based Organizations / Media Outlets

- Help amplify verified public messages and reach residents in underserved or hard-to-reach communities.
- Report misinformation or rumors to the JIC to ensure rapid correction and clarification.

Additional Considerations

- All external messaging must be reviewed by the JIC for consistency, accuracy, and operational security.
- FAQs should be updated at least once daily during the response phase.
- Messaging must prioritize public safety, transparency, and compassion, especially when discussing casualties or ongoing investigations.
- Media briefings should include representatives from city leadership, law enforcement, and public health when appropriate.

SUPPORTING PLANS AND POLICIES

This plan is supported by a range of federal, state, regional, and local guidance documents that provide the legal, procedural, and operational foundation for responding to incidents involving incendiary or explosive devices. These references ensure consistency with national preparedness doctrine, align Norfolk's response efforts with mutual aid and investigative protocols, and provide specialized guidance on mass casualty management, hazardous materials, law enforcement operations, and public information coordination. The documents listed below inform planning, training, and operational execution and should be reviewed regularly to ensure alignment with current best practices, legal mandates, and threat conditions.

FEDERAL AND NATIONAL GUIDANCE

- National Response Framework (NRF), 4th Edition (2019)
- NRF: Terrorism Incident Law Enforcement and Investigation Annex
- National Incident Management System (NIMS), 3rd Edition (2017)
- FEMA CBRN Response Guidance for Emergency Managers (as applicable)
- DHS Cybersecurity and Infrastructure Security Agency (CISA) – Bomb Threat Stand-Off Distances Chart (latest version)

STATE AND REGIONAL PLANS

- Commonwealth of Virginia Emergency Operations Plan – Volume 4: Hazardous Materials and Terrorism Consequence Management Plan (latest revision; check for 2020s updates)
- Virginia Fusion Center Threat Assessment Guidance (annual)
- Hampton Roads Mass Casualty Incident Response Guide (confirm most recent update with HRMMRS or VDH OEMS)
- Virginia Statewide Mutual Aid (SMA) Agreement
- Virginia Fire Services Emergency Response Plan (VFSERP)

LOCAL PLANS AND PROTOCOLS

- Norfolk Emergency Operations and Resilience Framework
- Norfolk Fire-Rescue Standard Operating Guidelines (SOGs) – Hazardous Materials and Explosives Incidents
- Norfolk Police Department Critical Incident Response Plan
- Norfolk Mass Casualty Response Procedures (if separate from regional MCI guide)
- Norfolk CERT Standard Operating Procedures
- Norfolk Public Information and Joint Information System Plan (ESF 15 Annex)
- Office of the Chief Medical Examiner Fatality Plan (Part 14-D-2)
- Norfolk Public Health Emergency Preparedness and Response Plan
- Norfolk Family Assistance Center / Victim Assistance Center Plan (latest update)
- Plans Recommended for Review or Archival Due to Age or Relevance
- Hampton Roads Multi-Jurisdiction IED Security Plan: Norfolk, VA (2009) // FOUO
- Southeast VA/NE NC Multiple IED Incident Annex (2011) – Consider only for reference or if formally updated.
- U.S. Coast Guard Underwater Terrorism Preparedness Plan (UTPP) // Sensitive Security Information – include only in restricted-use versions of this plan.

AUTHORITIES

This plan is supported by a framework of federal, state, and local legal authorities that define emergency management responsibilities and enable coordinated response actions to incidents involving incendiary or explosive devices. These laws and directives provide guidance for incident command, public safety operations, health care coordination, criminal investigation, and public communication.

FEDERAL AUTHORITIES

- Homeland Security Act of 2002: Establishes the Department of Homeland Security (DHS) and its authority to coordinate national efforts for counterterrorism, threat detection, and critical infrastructure protection.
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121–5207): Authorizes federal assistance to state and local governments during major disasters and emergencies, including those caused by terrorism or explosive attacks.
- Post-Katrina Emergency Management Reform Act (PKEMRA): Enhances FEMA’s coordination role and strengthens preparedness and response capabilities across all levels of government.
- Homeland Security Presidential Directive 5 (HSPD-5): Mandates the use of the National Incident Management System (NIMS) and Incident Command System (ICS) for unified response operations.
- Homeland Security Presidential Directive 8 (HSPD-8): Establishes national preparedness goals and outlines federal coordination with state and local agencies in prevention and response efforts.
- Code of Federal Regulations, Title 29 CFR 1910.120 (HAZWOPER): Sets occupational safety standards for hazardous materials response, including procedures relevant to explosive device scenes involving chemical or radiological hazards.

COMMONWEALTH OF VIRGINIA AUTHORITIES

- Code of Virginia § 44-146.18: Establishes the Virginia Department of Emergency Management and outlines local emergency management responsibilities and powers.
- Code of Virginia § 23.1-804 (formerly § 23-9.2:9): Requires higher education institutions to maintain and annually exercise emergency management plans, potentially including explosive scenarios.
- Code of Virginia § 32.1-116.1: Governs trauma registry reporting and EMS patient care data collection during mass casualty incidents.
- Code of Virginia § 32.1-283.1 (formerly § 32.1-283A): Grants authority to the Office of the Chief Medical Examiner (OCME) to investigate deaths resulting from explosions and manage related evidence and victim identification.
- Code of Virginia § 52-8.5: Authorizes the Virginia Fusion Center and facilitates interagency intelligence sharing during suspected terrorism-related events.
- Code of Virginia § 19.2-55 to 19.2-68: Regulates search warrants, wiretaps, and surveillance relevant to law enforcement investigations of explosive incidents.

LOCAL AUTHORITIES

- Norfolk City Code Chapter 2.5 – Emergency Management: Establishes the City’s Office of Emergency Management and authorizes the development of emergency plans and coordination of multi-agency response operations.
- Norfolk Police Department General Orders and Critical Incident Response Plan: Define operational protocols for major criminal events, including those involving explosive devices, terrorism, or mass casualties.
- Norfolk Fire-Rescue Standard Operating Guidelines (SOGs): Provide detailed procedures for hazardous materials response, technical rescue, fire suppression, and investigation of explosive or incendiary incidents.
- Norfolk Department of Public Health Emergency Preparedness Plan: Supports mass care, public health surveillance, decontamination, and coordination with hospitals during incidents affecting public health and safety.
- Team Norfolk Emergency Operations and Resilience Framework: Serves as the overarching guidance for citywide coordination across all Emergency Support Functions (ESFs), including explosive incidents.

REFERENCES

The following documents and resources were consulted during the development of this plan and serve as supporting materials for preparedness, response, and recovery related to explosive and incendiary incidents. These references provide technical guidance, planning context, operational insight, and federal/state alignment.

- Commonwealth of Virginia Emergency Operations Plan – Volume 4: Hazardous Materials and Terrorism Consequence Management Plan, Part 14-B
- Hampton Roads Full-Scale Exercise 2011 – After Action Report / Improvement Plan
- In a Moment’s Notice: Surge Capacity for Terrorist Bombings – Challenges and Proposed Solutions
- (U.S. Department of Health and Human Services, CDC, Coordinating Center for Environmental Health and Injury Prevention, and National Center for Injury Prevention and Control, April 2007)
- National Planning Scenario 12: Explosives Attack – Bombing Using Improvised Explosive Devices (IEDs) (For Official Use Only)
- Ready.gov: Explosions. <https://www.ready.gov/explosions>

APPENDICES

- Appendix 1: Acronyms List
- Appendix 2: Battle Rhythm

- Appendix 3: DHS-DOJ Bomb Threat Guidance Quad-Fold: A quick reference guide developed by DHS and the FBI, providing site decision-makers with pre-threat preparation, threat assessment considerations, staff response guidelines, and evacuation/shelter-in-place considerations.
 - https://www.cisa.gov/resources-tools/resources/dhs-doj-bomb-threat-guidance-quad-fold?utm_source=chatgpt.com
- Appendix 4: DHS-DOJ Bomb Threat Stand-Off Card: This card provides recommended minimum evacuation distances based on various sizes and types of explosive threats, including vehicle-borne devices.
 - https://www.cisa.gov/resources-tools/resources/dhs-doj-bomb-threat-stand-card?utm_source=chatgpt.com
- Appendix 5: Bomb Threat Checklist: Provides instructions on how to respond to a bomb threat and a comprehensive list of information that will assist law enforcement in a bomb threat investigation.
 - https://www.cisa.gov/resources-tools/resources/bomb-threat-checklist?utm_source=chatgpt.com
- Appendix 6: Bomb Threat Guide: Provides awareness and guidance in preparing for and reacting to a bomb threat. It assists decision-makers with the assessment of received bomb threats, providing response guidance to save lives and protect critical infrastructure.
 - https://www.cisa.gov/resources-tools/resources/bomb-threat-guide?utm_source=chatgpt.com

APPENDIX 1: ACRONYMS LIST

- (ATF) Bureau of Alcohol, Tobacco, Firearms and Explosives
- (CISM) Critical Incident Stress Management
- (CERT) Community Emergency Response Team
- (CBRNE) Chemical, Biological, Radiological, Nuclear, and Explosive
- (CSB) Community Services Board
- (DHS) Department of Homeland Security
- (DMAT) Disaster Medical Assistance Team
- (EOD) Explosive Ordnance Disposal
- (ESF) Emergency Support Function
- (FBI) Federal Bureau of Investigation
- (HRIMT) Hampton Roads Incident Management Team
- (HRMMRST) Hampton Roads Metropolitan Medical Response System Team
- (ICS) Incident Command System
- (ILO) Intelligence Liaison Officer
- (IMPACT) Information Management for Public Assistance Call Tracking

- (JFO) Joint Field Office
- (JIC) Joint Information Center
- (JTF-CS) Joint Task Force – Civil Support
- (MCI) Mass Casualty Incident
- (MJIED) Multi-Jurisdiction Improvised Explosive Device
- (NACAC) Norfolk Animal Care and Adoption Center
- (NIMS) National Incident Management System
- (NTSB) National Transportation Safety Board
- (OCME) Office of the Chief Medical Examiner
- (PIO) Public Information Officer
- (PKEMRA) Post-Katrina Emergency Management Reform Act
- (RNA) Rapid Needs Assessment
- (SMA) Statewide Mutual Aid
- (SOG) Standard Operating Guidelines
- (SWAT) Special Weapons and Tactics
- (TRTRT) Tidewater Regional Technical Rescue Team
- (USCG) United States Coast Guard
- (USMS) United States Marshals Service
- (USSS) United States Secret Service
- (VFC) Virginia Fusion Center

APPENDIX 2: BATTLE RHYTHM

POSTURE		BATTLE RHYTHM
T + 30 Min	ALL	Immediately assess the scene for secondary devices or indicators of coordinated attacks.
	ALL	Don appropriate PPE based on the threat (blast debris, potential chemical exposure, fire risk).
	ESF 4 / 13	Establish Incident/Unified Command; begin hazard assessment.
	ESF 4 / 13	Initiate sweep for secondary devices and unexploded ordnance; clear zones for responder safety.
	ESF 5	Notify City Manager, VDEM, FBI, ATF, DHS, and other applicable state/federal partners.
	ESF 5	Open incident entry in documentation system; prepare EOC for activation (if not already active).
	ESF 15	Issue Wireless Emergency Alert (WEA) and Emergency Alert System (EAS) messages with immediate protective actions.
	ESF 5	Establish an initial conference bridge or virtual coordination link for City and agency partners.
	ESF 4 / 13	Secure perimeter, establish access control points, staging areas, and an initial traffic plan.
	ESF 8	Activate medical triage and field care for injured victims.
T + 1 Hour	ESF 4 / 13	Confirm Unified Command participants; ensure representation from all critical agencies.
	ESF 5	Fully activate EOC; assign ESF liaisons and initiate Situation Reports.
	ESF 8	Begin patient tracking and notify receiving hospitals of a potential surge.
	ESF 1 / 3 / 12	Assess infrastructure and utility disruptions from blast effects.
	ESF 7	Deploy logistics support: staging areas, equipment cache, responder rehab.
	ESF 6	Begin planning for sheltering displaced individuals; coordinate with NACAC for pet sheltering if needed.
	ESF 15	Coordinate messaging across platforms; begin public FAQs and rumor control.
T + 2 Hours	ESF 5	Finalize Incident Action Plan (IAP) for next operational period; ICS 201/202 briefing.
	ESF 8	Coordinate with OCME if fatalities are present; begin fatality management planning.
	ESF 13 / FBI / ATF	Expand criminal investigation; initiate interview protocols, search warrants if needed.
	ESF 7	Identify resupply needs for PPE, triage kits, and scene lighting.
	ESF 15	Launch Norfolk Cares / IMPACT helpline support.
	ESF 4 / 8	Evaluate risk of fire spread, hazardous debris, or contamination from blast zone.

	ESF 8 / CSB	Deploy Crisis Intervention Team (CIT) for responder and victim support.
T + 3 Hours	ESF 5 / IC-UC	Conduct operational transition meeting with Section Chiefs.
	ESF 5	Continue compiling resource forecasts and documenting significant activities.
	ESF 8 / ESF 5	Coordinate behavioral health support; update VHASS with medical system status.
	ESF 6 / 15	Begin Family Assistance or Reunification Center planning if needed.
	ESF 14	Begin preliminary assessments of business and infrastructure impacts.
	ESF 7 / 10	Assess needs for structural stabilization, debris clearance, and HAZMAT cleanup.
	ESF 2 / 15	Maintain consistent messaging on access zones, public safety, and media updates.
T + 4 Hours and Beyond	ESF 5	Shift to regular operational periods (8–12 hours); rotate personnel and ensure staff rest.
	ESF 5 / 15 / 6 / 8	Coordinate continued public messaging, shelter support, and surge tracking.
	ESF 10 / 7 / 3	Continue debris management and evaluate environmental concerns.
	ESF 13 / FBI / ATF / VSP	Continue coordinated investigation and intelligence analysis.
	ESF15	Translate public messaging; provide updates via Norfolk Alert, social media, and press briefings.
Recovery Phase	ESF 5	Transition to recovery coordination and demobilize response resources.
	ESF 6 / OCME	Stand up Family Assistance Center (FAC) and Victim Assistance Center (VAC) as needed.
	ESF 3 / 10 / 8	Initiate environmental testing and remediation planning.
	ESF 14	Conduct economic impact assessments and begin SBA/FEMA disaster aid coordination.
	ESF 15	Continue long-term communications on victim support, reentry timelines, and community recovery.
	ESF 8	Maintain public health surveillance and long-term behavioral health support.
	ESF 5 / 7	Begin the After-Action Report (AAR) process and compile initial improvement items.

APPENDIX 3: DHS-DOJ BOMB THREAT GUIDANCE QUAD-FOLD



PRIOR TO THREAT

- Plan and prepare
- Develop a Bomb Threat Response Plan
- Provide Bomb Threat Response Plan training to all personnel



IF THREAT IS RECEIVED

- Conduct threat assessment
- Execute appropriate actions outlined in Bomb Threat Response Plan

1. PLANNING & PREPARATION

PLANNING CONSIDERATIONS

- Coordinate with local law enforcement & first responders to ensure smooth handling of a bomb threat
- Develop clear-cut primary and alternate levels of authority (referred to in this document as "Site Decision Maker(s)")
- Select Evacuation Teams and Search Teams
- Develop training plan
- Determine search procedures
- Designate control center locations
- Plan for emergency assistance (police, fire, etc.)
- Establish primary and alternate evacuation routes and assembly areas
- Establish evacuation signal(s)
- Develop a communications plan
- Determine procedures for accessing/shutting off & reactivating utilities

PREPARATION CONSIDERATIONS

- Control building access
- Implement strict master key control
- Inspect incoming parcels
- Safeguard confidential material
- Keep exits unobstructed
- Ensure adequate internal/external emergency lighting
- Utilize electronic surveillance

2. EMERGENCY TOOLKIT

Items you may want to consider including in your Emergency Toolkit, which will be taken to the Incident Command Post.

BUILDING FACILITY

- Complete set of master keys: coded to rooms and corresponding with a printed key list
- Blueprints and floor plans or site map of building
- Video, photographs, or a CD depicting building interior and exterior

EMERGENCY RESPONSE PLANS

- Copies of the Site Crisis Response Plan, Bomb Threat Plan, and Crisis Management Plan
- A list of the following phone numbers:
 - Site Decision Maker(s)
 - Police/Fire/Emergency Medical Services (EMS)
 - Federal Bureau of Investigation (FBI)
 - Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF)
 - Postal Inspector
 - Nearest hospital
 - Facility emergency names and phone numbers

PERSONNEL INFORMATION

- Building Emergency Response Team member contact information and assignments
- List of personnel trained in CPR and/or first aid
- Updated list, with pictures if possible, of all staff/personnel
- Staff/visitors sign-in/out sheets that include names and dates; include provision for staff/visitors transported to medical facilities
- List of staff with special needs and description of need
- Contact information for neighboring/contiguous buildings

ADDITIONAL EMERGENCY ACTION RESOURCES

- Reflective vests for building emergency response team members with identifying marks
- Bulhorn with charged batteries
- AM/FM portable radio
- Flashlights and batteries
- Local street and zone maps
- Clipboard
- Writing materials (legal pads, pens, pencils, markers)
- Plastic red/yellow tape for cordoning off areas

3. RECEIVING A THREAT

PHONED THREAT

- Remain Calm & DO NOT HANG UP**
- If possible, signal other staff members to listen & notify Site Decision Maker(s) and authorities
- If the phone has a display, copy the number and/or letters on the window display
- Write down the exact wording of the threat
- Keep the caller on the line for as long as possible and use the Bomb Threat Checklist to gather as much information as you can
- Record, if possible
- Fill out the Bomb Threat Checklist immediately
- Be available for interviews with the building's emergency response team and law enforcement

VERBAL THREAT

- If the perpetrator leaves, note which direction they went
- Notify the Site Decision Maker(s) and authorities
- Write down the threat exactly as it was communicated
- Note the description of the person who made the threat:
 - Name (if known)
 - Race
 - Gender
 - Type/color of clothing
 - Body size (height/weight)
 - Hair & eye color
 - Distinguishing features
 - Voice (loud, deep, accent, etc.)

WRITTEN THREAT

- Handle the document as little as possible
- Notify the Site Decision Maker(s) and authorities
- Rewrite the threat exactly as is on another sheet of paper and note the following:
 - Date/time/location document was found
 - Any situations or conditions surrounding the discovery/delivery
 - Full names of any personnel who saw the threat
 - Secure the original threat; **DO NOT** alter the item in any way
 - If small/removable, place in a bag or envelope
 - If large/stationary, secure the location

E-MAILED THREAT

- Leave the message open on the computer
- Notify the Site Decision Maker(s) and authorities
- Print, photograph, or copy the message and subject line, note the date and time

4. THREAT ASSESSMENT

All threats should be carefully evaluated. One must consider the facts and the context, and then conclude whether there is a possible threat.

Low Risk

Lacks Realism: A threat that poses a minimum risk to the victim and public safety. Probable motive is to cause disruption.

- Threat is vague and indirect
- Information contained within the threat is inconsistent, implausible, or lacks detail
- Caller is definitely known and has called numerous times
- The threat was discovered instead of delivered (e.g., a threat written on a wall)

Medium Risk

Increased Level of Realism: Threat that could be carried out, although it may not appear entirely realistic.

- Threat is direct and feasible
- Wording in the threat suggest the perpetrator has given some thought on how the act will be carried out
- May include indications of a possible place and time
- No strong indication the perpetrator has taken preparatory steps, although there may be some indirect reference pointing to that possibility
- Indication the perpetrator has details regarding the availability of components needed to construct a bomb
- Increased specificity to the threat (e.g. "I'm serious" or "I really mean this")

High Risk

Specific and Realistic: Threat appears to pose an immediate and serious danger to the safety of others.

- Threat is direct, specific, and realistic; may include names of possible victims, specific time, and location of device
- Perpetrator provides his/her identity
- Threat suggests concrete steps have been taken toward carrying out the threat
- Perpetrator indicates they have practiced with a weapon or have had the intended victim(s) under surveillance

5. STAFF RESPONSE

CONSIDERATIONS FOR SITE DECISION MAKER(S)

- Immediately contact local law enforcement if not done
- Limit access to building
- Review Bomb Threat Response Plan
- Conduct Threat Assessment
- Determine if search is warranted based on Threat Assessment**

IF SEARCH IS INITIATED

- Enact Search Plan
- Communicate situation to staff/personnel and request that they make a quick and complete visual scan of their personal workspace for anything unusual
- Account for all personnel
- Assemble Search and Evacuation Team(s) and update about bomb threat condition

GENERAL SEARCH TEAM GUIDELINES

- Search Teams make a quick and complete visual scan of the search area
- Divide individual rooms/areas into search levels
- Take special note of any object(s) that seem out of place
- Check ledges, balconies, waste baskets, and false ceilings and floors
- Check for unusual odors and listen for any unusual background noises
- If anything unusual is noticed, move people away from the potential hazard and immediately report the location of the object(s) to the Site Decision Maker(s)

NOTE: Use of radio communications is **NOT** recommended unless the area has been searched and cleared.

For additional information and products on bomb threats and improvised explosive device (IED) search procedures, please visit the Office for Bombing Prevention website at: www.cisa.gov/what-to-do-bomb-threat

6. SUSPICIOUS ITEM

A suspicious item is anything (e.g., package, vehicle) that is reasonably believed to contain explosives, an IED, or other hazardous material that requires a bomb technician to further evaluate it. Potential indicators are threats, placement, and proximity of the item to people and valuable assets. Examples include unexplainable wires or electronics, other visible bomb-like components, unusual sounds, vapors, mists, or odors. Generally anything that is **Hidden, Obviously suspicious, and not Typical (HOT)** should be deemed suspicious.

IF SUSPICIOUS ITEM IS FOUND

- DO NOT** touch, tamper with, or move the item
- Immediately report item to the Site Decision Maker(s) and local law enforcement/first responders
- Site Decision Maker(s) must:
 - Ensure area is secured & cleared of personnel
 - Notify Search Teams
 - Ensure emergency responders are briefed
 - Evacuation & Search Teams should remain available to assist and inform evacuees, media, staff, and others

CONSIDERATIONS FOR SITE DECISION MAKER(S)

- Not all items are suspicious
- An **unattended item** is anything (e.g., bag, package, vehicle) not in someone's possession and where there are no obvious signs of being suspicious (see above), especially if no threat was received

NOTE: The discovery of one device should not automatically mean the conclusion of a search; more devices may be present!

The Site Decision Maker(s) must take the discovery of multiple suspicious items into consideration during the planning and execution stages of the facility's Bomb Threat Response Plan.

7. LOCKDOWN / EVACUATION

CONSIDERATIONS FOR SITE DECISION MAKER(S)

- Repeat Threat Assessment:
 - Is the threat still credible?
 - Were any suspicious items located (if search was initiated)?
- Based on the Threat Assessment, search (if initiated), and the totality of circumstances, determine if additional measures are warranted:
 - Partial or full lockdown?
 - Partial or full evacuation?
 - No further action?

IF EVACUATION IS INITIATED

- Select evacuation routes and assembly areas that are not in the vicinity of the suspicious item; ensure these routes have been searched and cleared
- Notify police/fire/EMS of evacuation and request assistance
- Account for all personnel
- Evacuation Team confirms the building is empty
- Bring emergency kits and building trauma kits, if available
- Advise all evacuees to remove all personal items (e.g. purses, backpacks)

CONTINUING ACTIONS AFTER EVACUATION

- Debrief emergency services and assist in coordinating further actions
- Take accountability and report
- Open media, medical and family areas—brief regularly
- As appropriate, determine reoccupancy or dismissal action
 - Reoccupancy when cleared and deemed appropriate
 - Dismissal in consultation with site administration
- Notify all personnel of decision and ensure accountability
- Site Decision Maker(s) should remain on-scene until the situation is resolved or until relieved by another administrator

A FINAL NOTE

Every bomb threat requires professional judgment and should be handled in accordance with the facility's needs. Site Decision Maker(s) and administrators should periodically review Federal guidance and work with local first responders to establish a Bomb Threat Response Plan that addresses each risk level appropriately and is optimal for their building(s) and personnel.

BOMB THREAT GUIDANCE



These guidelines help Site Decision Makers react to a bomb threat in an orderly and controlled manner.












For more information contact the Office for Bombing Prevention at: OBP@cisa.dhs.gov

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CAUTION!

- Do not touch suspicious item
- Notify proper Authorities - Call 911
- Ensure all witnesses are available to brief 1st responders
- Recommended stand-off data should be used in conjunction with your emergency evacuation plan

Sources: Cybersecurity and Infrastructure Security Agency (CISA), Office for Bombing Prevention, Arlington, VA; FBI Counter-IED Unit, Quantico, VA

BOMB THREAT STAND-OFF CARD					
CISA OFFICE FOR BOMBING PREVENTION					
Threat Description		Explosives Capacity	Mandatory Evacuation Distance	Shelter-in-Place Zone	Preferred Evacuation Distance
 Pipe Bomb		5 lbs	70 ft	71-1199 ft	+1200 ft
 Suicide Bomber		20 lbs	110 ft	111-1699 ft	+1700 ft
 Briefcase/Suitcase		50 lbs	150 ft	151-1849 ft	+1850 ft
 Car		500 lbs	320 ft	321-1899 ft	+1900 ft
 SUV/Van		1,000 lbs	400 ft	401-2399 ft	+2400 ft
 Small Delivery Truck		4,000 lbs	640 ft	641-3799 ft	+3800 ft
 Container/Water Truck		10,000 lbs	860 ft	861-5099 ft	+5100 ft
 Semi-Trailer		60,000 lbs	1570 ft	1571-9299 ft	+9300 ft

DEFEND TODAY, SECURE TOMORROW

BOMB THREAT PROCEDURES

This quick reference checklist is designed to help employees and decision makers of commercial facilities, schools, etc. respond to a bomb threat in an orderly and controlled manner with the first responders and other stakeholders.

Most bomb threats are received by phone. Bomb threats are serious until proven otherwise. Act quickly, but remain calm and obtain information with the checklist on the reverse of this card.

If a bomb threat is received by phone:

- Remain calm & do not hang up, keep the caller on the line for as long as possible
- If possible, signal other staff members to listen & notify Site Decision Maker(s)
- If the phone has a display, copy the number and/or letters on the display
- Write down the exact wording of the threat
- Record the call, if possible
- Fill out the Bomb Threat Checklist immediately

If you receive a written threat:

- Handle the document as little as possible
- Note date, time, and location the document was found
- Secure the document and do not alter the item in any way
- Notify the organization Site Decision Maker(s)

If you receive a social media or email threat:

- Do not turn off or log out of the account
- Leave the message open on the device
- Take a screenshot, or copy the message and subject line
- Note the date and time
- Notify the organization Site Decision Maker(s)

*** Refer to your local bomb threat management plan for evacuation criteria**

DO NOT:

- Use two-way radios or cellular phone in close proximity to a suspicious item
- Touch or move a suspicious item

IF A SUSPICIOUS ITEM IS FOUND, CALL 911

For more information about this form contact the
CISA Office for Bombing Prevention at: OBP@cisa.dhs.gov



V3

BOMB THREAT CHECKLIST

DATE: _____ TIME: _____

TIME CALLER HUNG UP: _____ PHONE NUMBER WHERE CALL RECEIVED: _____

Ask Caller:

- Where is the bomb located? (building, floor, room, etc.) _____
- When will it go off? _____
- What does it look like? _____
- What kind of bomb is it? _____
- What will make it explode? _____
- Did you place the bomb? Yes No _____
- Why? _____
- What is your name? _____

Exact Words of Threat:

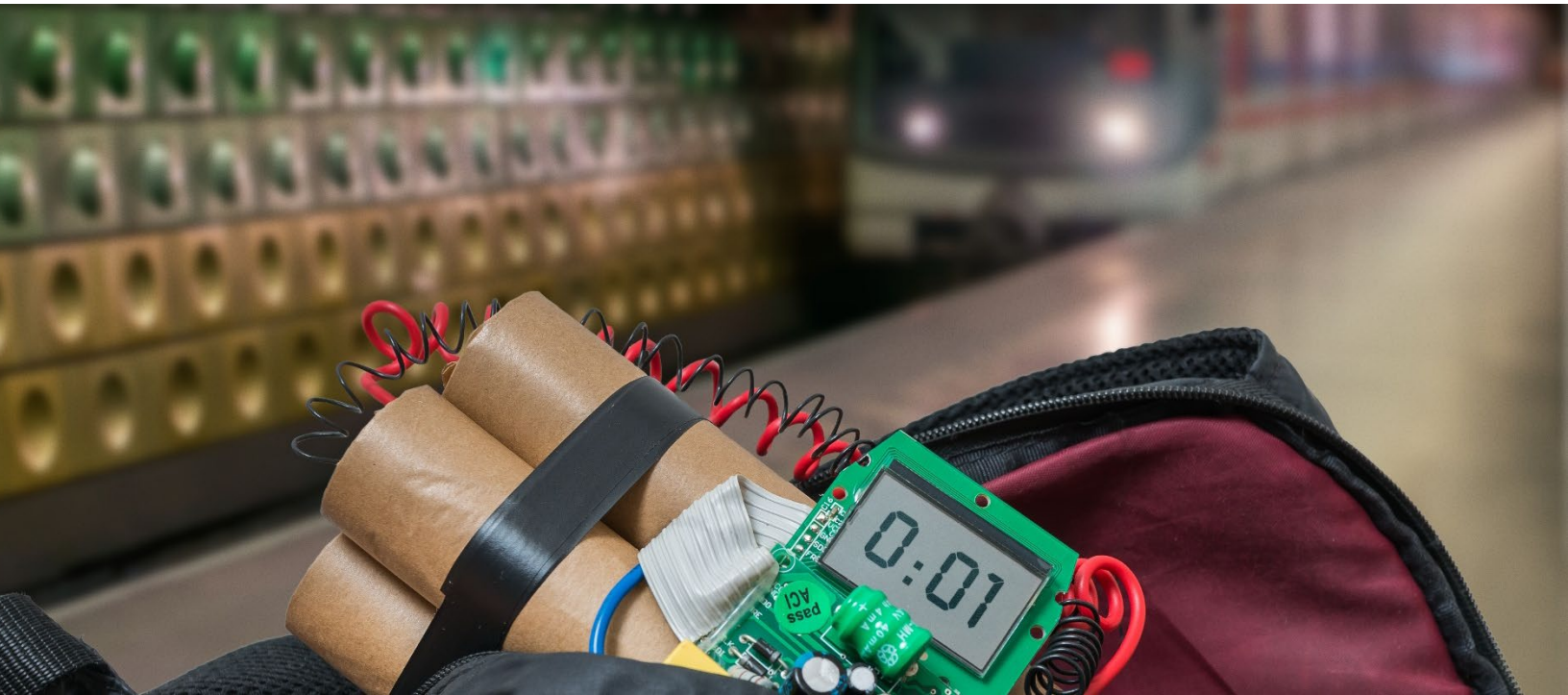
Information About Caller:

- Where is the caller located? (background/level of noise) _____
- Estimated age: _____
- Is voice familiar? If so, who does it sound like? _____
- Other points: _____

Caller's Voice	Background Sounds	Threat Language
<input type="checkbox"/> Female	<input type="checkbox"/> Animal noises	<input type="checkbox"/> Incoherent
<input type="checkbox"/> Male	<input type="checkbox"/> House noises	<input type="checkbox"/> Message read
<input type="checkbox"/> Accent	<input type="checkbox"/> Kitchen noises	<input type="checkbox"/> Taped message
<input type="checkbox"/> Angry	<input type="checkbox"/> Street noises	<input type="checkbox"/> Irrational
<input type="checkbox"/> Calm	<input type="checkbox"/> Booth	<input type="checkbox"/> Profane
<input type="checkbox"/> Clearing throat	<input type="checkbox"/> PA system	<input type="checkbox"/> Well-spoken
<input type="checkbox"/> Coughing	<input type="checkbox"/> Conversation	
<input type="checkbox"/> Cracking Voice	<input type="checkbox"/> Music	
<input type="checkbox"/> Crying	<input type="checkbox"/> Motor	
<input type="checkbox"/> Deep	<input type="checkbox"/> Clear	
<input type="checkbox"/> Deep breathing	<input type="checkbox"/> Static	
<input type="checkbox"/> Disguised	<input type="checkbox"/> Office machinery	
<input type="checkbox"/> Distinct	<input type="checkbox"/> Factory machinery	
<input type="checkbox"/> Excited	<input type="checkbox"/> Local	
<input type="checkbox"/> Laughter	<input type="checkbox"/> Long distance	
<input type="checkbox"/> Lisp		
<input type="checkbox"/> Loud		
<input type="checkbox"/> Nasal		
<input type="checkbox"/> Normal		
<input type="checkbox"/> Ragged		
<input type="checkbox"/> Rapid		
<input type="checkbox"/> Raspy		
<input type="checkbox"/> Slow		
<input type="checkbox"/> Slurred		
<input type="checkbox"/> Soft		
<input type="checkbox"/> Stutter		

OTHER INFORMATION:

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BOMB THREAT GUIDE

Version: 1.0

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01

SECTION 1 - INTRODUCTION TO THIS GUIDE

These guidelines, provided by the Cybersecurity and Infrastructure Security Agency's (CISA) Office for Bombing Prevention (OBP), are developed to assist Decision Makers in responding to bomb threats in an orderly and controlled manner.

OBP leads the Department of Homeland Security's (DHS) efforts to implement the National Policy for Countering Improvised Explosive Devices (National Counter-IED policy) and enhance the nation's ability to prevent, protect against, respond to, and mitigate the use of explosives against critical infrastructure; the private sector; and federal, state, local, tribal, and territorial entities. For more information, visit cisa.gov/obp

BOMBING INCIDENTS

Before getting into the logistics of managing a bomb threat, it is important to understand common components and trends related to bombing incidents. While every incident is unique, each of the following plays a role in the development, delivery, and execution of a bombing attack:

- **Perpetrators:** bombs can be used by anyone, from everyday criminals to religious or political extremists. The intent of a bombing is oftentimes to inflict mass casualties.
- **Targets:** commercial and religious facilities have long been attractive targets for criminals and terrorists, both domestically and abroad, as they are usually easily accessible and heavily populated.
- **Devices:** Improvised Explosive Devices (IEDs) are readily accessible to terrorists and criminals due to the availability of common everyday items that can be repurposed as bomb-making materials. IED design and employment has become increasingly sophisticated and transnational, as terrorist organizations adapt their tactics to suit today's global security situation. Pipe bombs and over-pressure devices (such as bottles filled with volatile chemicals or pressure cookers containing explosive materials) are commonly encountered in the United States. Fragmentation from the container or enhancements, such as the addition of nuts and bolts, may be present to increase the damage of the device. Regardless of the type of device, they can cause substantial damage to property and a significant loss of life.

PRIOR TO THREAT:

- ✓ Plan and prepare
- ✓ Develop a Bomb Threat Management (BTM) Plan
- ✓ Provide BTM Plan training to all personnel

IF THREAT IS RECEIVED:

- Conduct threat assessment
- Execute appropriate actions outlined in BTM Plan

BOMB THREATS

While bombing incidents pose an obvious danger to people and organizations, threats themselves can impose significant impacts as well. **A bomb threat is any communication that indicates the presence of, or intent to detonate, an explosive device.** The impact that bomb threats alone can have on a site location, an organization, events, and the personnel within can be dangerous and costly, even if no explosive device is present.

INTENT

Depending on the motivation of the perpetrator, the intent behind any bomb threat can differ.

- **Disruption:** This is the most common cause of a bomb threat. Whether to disrupt, distract, or harass, they can be an effective way to interfere with an organization's operations.
- **Extortion:** Less common are bomb threats that serve to extort something, especially money, through force or threat.
- **Warn:** The least common are bomb threats that serve to warn people of an explosive device.



RECIPIENTS

In the United States, the most common targets of bomb threats include:



- **Schools:** including K-12 and institutions of higher education.



- **Commercial businesses:** including financial institutions, chemical facilities, and commercial department stores.



- **Courthouses.**



- **Government facilities:** including federal and state offices as well as election and polling places.



- **Medical facilities:** including hospitals, abortion clinics, urgent cares, etc.



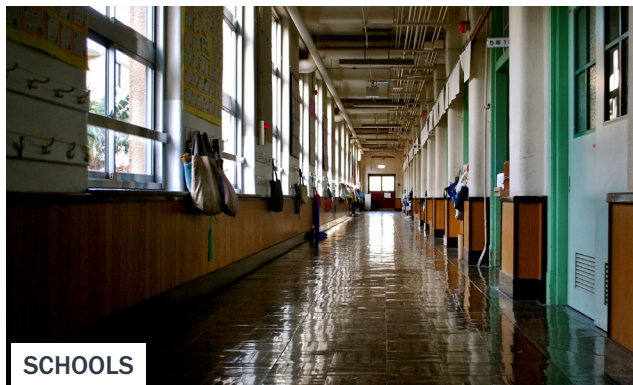
- **Private residences.**



- **Transportation facilities:** including airports, railways, etc.



- **Faith-based organizations:** including churches and community centers.



While each of these may vary in rank order, they are common recipients of bomb threats year after year.



IMPACT

Bomb threats can severely impact organizations and personnel regardless of the perpetrator's intent. They can have a detrimental effect on morale and employee safety, and strain first responder resources. Perpetrators generally want to disrupt normal operations, and panic can be an effective method. Once in a state of anxiety, an organization is at much higher risk for personal injury, property damage, and operational disruption. Having a BTM Plan can reduce panic and ensure your organization is prepared to respond to a potentially dangerous situation. Some cascading impacts include, but are not limited to:

- **Operational impacts:** halting activities, shutting down and subsequently restarting operations, customers may not receive their products, supply chain disruption, loss of timely production or services, loss of instructional time (for schools), life-saving medical treatments delayed, property damages and cost to repair or replace.
- **Financial strains:** not just to a site location, but to public safety and first responders, and the community at large.
- **Community strains:** on first responders, and emergency management resources halting activities, and draining public resources.
- **Psychological impacts:** longer-term effects may disrupt lives, create fear, and uncertainty. May also include a decline in public trust, productivity, and morale.
- **Panic:** caused by fear of the known or the unknown and is one of the most contagious human emotions. Panic can be considered the ultimate achievement of a bomb threat caller.

Once a state of panic has been reached, the potential for personal injury and property damage is dramatically increased.



02

02

SECTION 2 - PLANNING AND PREPARATION

Having a BTM Plan may ensure that your organization is better protected from the worst effects of a bomb threat, while also increasing safety should an actual explosive device be involved. The four primary goals of a BTM Plan are to:

1. Mitigate vulnerabilities to bombing incidents.
2. Make informed decisions during bomb threat assessments.
3. Deter potential perpetrators of bombing incidents.
4. Minimize the consequences of a potential attack or threat on personnel and property.



DEVELOP A BOMB THREAT MANAGEMENT (BTM) PLAN AND TRAIN

A site location's Emergency Response Plan outlines mitigation efforts to counter threats or identified risks. It also outlines precautionary measures and predefined guidance to deal with all threats. It is essential to include bomb threat management as one of the components of that overall emergency response planning.

PLANNING CONSIDERATIONS

Always coordinate with local law enforcement and first responders where possible to ensure efficient and effective handling of a bomb threat.

DESIGNATION OF TEAM MEMBER RESPONSIBILITIES

The number of members and responsibilities assigned to the team can vary by organization, depending on the size and complexity of the site location. These circumstances may call for the Decision Maker to perform the duties of each role, or delegate as the situation demands. It is recommended to identify team members in advance, but some may become involved at the time of the incident. In addition, multiple roles can be assigned for specific incidents or situations. Regardless of the team makeup, the BTM plan should clearly outline roles and responsibilities. The more knowledgeable individuals are during an event, the better prepared the team will be to implement an effective and efficient response. Alternates should be assigned to team members to address personnel turnover, vacation, or illness.

DESIGNATE TEAM MEMBER RESPONSIBILITIES

- ✓ Develop clear-cut primary and alternate levels of authority (referred to in this document as “Decision Makers”).
- ✓ Identify Evacuation Teams and Search Teams.

Common team member roles include:

- **Receiving party:** the person who first receives or becomes aware of the threat.
- **Decision Maker:** the person who oversees the plan’s activation and makes the decisions on how to manage the incident.
- **Law enforcement liaison:** the person who bridges the Decision Maker and any law enforcement response.
- **Search team leader:** the person who oversees the search team members.
- **Search team:** the individuals who conduct the search for the threat as directed by the Decision Maker.
- **Evacuation team leader:** the person who oversees the evacuation team members.
- **Evacuation team:** those individuals who lead people to assembly areas.
- **Evacuees:** those individuals who are being evacuated from a site location (e.g., employees, customers, visitors, etc).
- **Runners:** those individuals who transport equipment or messages between teams, leaders, and the Decision Maker.

THE BOMB THREAT MANAGEMENT PLAN

This plan assists in determining appropriate courses of action on a case-by-case basis in light of all available information. BTM Plans will vary in length and detail depending on the nature, size of the site location, and the assessed risk, but there are core elements that should be included in every BTM Plan including:

- **A procedure for handling a bomb threat**

Most bomb threats are answered by a recipient on the phone with a publicly listed number.

[REFERENCE PAGE 15]

- **A procedure for assessing the threat level**

The person who received the threat briefs the Decision Maker. The Decision Maker considers the information provided by the person receiving the threat when assessing the threat.

[REFERENCE PAGE 18]

- **A procedure for response: a search and evacuation plan**

A plan for search and evacuation is critical to ensure the safety of all individuals.

[REFERENCE PAGE 22]

- **Instructions for restoring normal operations after an incident or threat**

Every organization should have a continuity of operations plan following a bomb threat/incident. Extended disruption of operations can have severe impacts to an organization.

[REFERENCE PAGE 13 & 26]

STEP 1— GATHER THE TEAM

Management typically designates the planning team. This team should be composed of personnel specializing in security and emergency planning to include any local responders who may interact with response teams in case of an incident. The planning team should bring together various expertise to develop a comprehensive plan.



STEP 2— UNDERSTAND THE SITUATION

Plan to understand your specific environment and situation. Keep in mind that this is an ongoing process. Most information related to the environment and its specific risks will be gathered through the vulnerability assessment/risk management process. Once information on your situation is collected, you must analyze how it affects your developing plan. OBP's [TRIPwire](#) can be a valuable online resource for staying current on threats in your region or business sector.

STEP 3— DETERMINE GOALS AND OBJECTIVES

With your team gathered and your specific situation understood, you are now ready to determine your search and risk mitigation priorities. The Decision Maker and planning team can then use these priorities to identify goals and objectives for the BTM Plan.

- **Goal:** a statement that describes the overall intended outcome. An example of a goal is to, “Safely manage and resolve an incident.”
- **Objective:** define the actions needed to accomplish the goal. They must support achieving the plan’s priorities. Objectives must be specific and include identifiable actions. An example of an objective is to, “Maintain an effective perimeter.”

STEP 4— PLAN DEVELOPMENT

With goals and objectives in place, you are ready to develop your plan. It should be a comprehensive plan, including topics not limited to:

- Protection of visitors and employees.
- Reporting of suspicious activities, items, or people.
- Access and screening procedures, to include any mail and vehicle inspection.
- Special event procedures.
- Employee training and awareness.



STEP 5— PREPARE, REVIEW, AND GAIN APPROVAL FOR THE PLAN

The draft plan should be reviewed for discrepancies and presented to management for approval. Once approved, the plan should be circulated to the entire response team and all personnel should be educated on their role in an incident response.

STEP 6— IMPLEMENT, MAINTAIN, AND TRAIN

Once a plan has been written, reviewed, and exercised, it is essential that the planning team continue ongoing evaluations and make adjustments where necessary. Revisions should be circulated to all personnel involved in the BTM Plan. Having a viable and exercised BTM Plan will help ensure its effectiveness.

DETERMINE OTHER PROCEDURES

PORTABLE COMMAND POST

The Decision Maker should move control operations to the command post once the BTM plan is initiated. Locations of the command post need to be flexible and consider standoff distances.

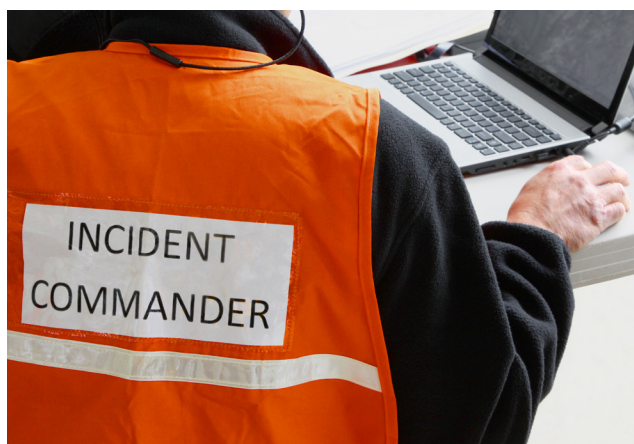
To maintain a functioning command post if it needs to be relocated, a portable command post kit should include:

- ✓ Copies of all emergency response plans.
- ✓ Names and numbers for all team members.
- ✓ Numbers for law enforcement and emergency response liaisons.
- ✓ Names and numbers of department/adjacent site location points of contact if relevant.
- ✓ Internal extension numbers.
- ✓ Utility and service numbers.
- ✓ Complete set of master keys, coded to rooms with printed key list.
- ✓ A copy of the site location layout and floor plans marked with evacuation routes and search zones.
- ✓ Cell phones with fresh batteries and a charging station for devices.
- ✓ Flashlights.

COMMUNICATION PLANS

Determine how communications will be handled within and outside of your team, including how the Decision Maker will be reached and how law enforcement will be contacted.

Determine how runners will be utilized, and how their safety will be ensured.



PROCEDURES FOR ACCESSING, SHUTTING OFF, AND REACTIVATING UTILITIES

Identify situations in which utilities will need to be accessed or shut off, depending on the industry and type of building your organization is dealing with.

Determine how these utilities will be reactivated safely after the threat is resolved.

RE-ENTRY PROCEDURES

Every organization should have a plan in place following a bomb threat/incident.

- Determine when the building will be reentered, and what parameters need to be met to ensure that the site location is safe.
- Identify how the site location will be reoccupied while avoiding any safety hazards. This is especially important in larger organizations where re-entry may present crowding hazards.
- Initiate action to recall evacuees using a phased approach if necessary (e.g., security should be back in place before operations are restored; employees should enter before the public, etc.).

SPECIAL CONSIDERATIONS

An organization may need to consider other aspects in their BTM plan specific to their needs. As an example, some organizations can't fully stop essential operations and will have to consider who and what remains behind. Some considerations can include to:

- Address any hazards resulting from disruption of safe process operations, such as those needing to be shut down in stages before all employees can evacuate to the greatest extent.
- Contact utility companies to shut down or restore these services if preventative measures were taken to minimize site location hazards or impact to operations.

PROTECTIVE MEASURE PREPARATIONS AND CONSIDERATIONS

ACCESS CONTROL AND IDENTITY VERIFICATION

Specific protective measures can be put in place to protect from IED threats by controlling entry into designated areas and detecting unauthorized individuals trying to gain access to a site location or event. Effective access control can prevent an IED from being placed in critical areas. Entry control points and access control measures should address vehicles and pedestrians, including visitors, deliveries, public transportation, and off-facility emergency response vehicles.

PHYSICAL PROTECTIVE MEASURES

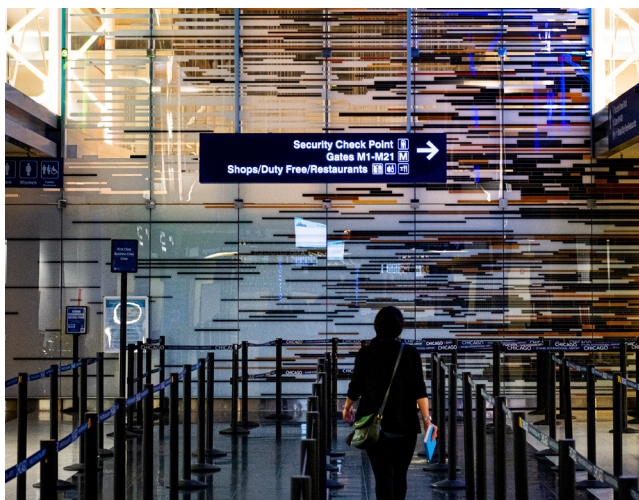
Physical protective measures describe objects, structures, and tools you may use to mitigate risk and damage from IED explosions.

The distance from an IED is a significant factor in determining potential damages and injuries from the explosion. The primary strategy for preventing, protecting, mitigating, and responding to explosive threats is to maximize standoff distance.

[REFERENCE PAGE 35]

Remember to:

- Keep exits unobstructed.
- Ensure stocked emergency toolkits are available.
- Ensure adequate internal and external emergency lighting is present.



ACCESS CONTROL CONSIDERATIONS

CONTROL ACCESS:

- ✓ Implement strict master key control.
- ✓ Utilize electronic surveillance to verify personnel identity to control access, perform surveillance, and assess alarms.
- ✓ Inspect incoming parcels: There are a range of potential threats that can be introduced to a site location by way of the mail center. The mail center screening process must be able to identify threats and eliminate or reduce the risk they pose to personnel and property.



RISK MANAGEMENT PROGRAMS AND ACTIVITIES

Protective measures include more than just physical resources and systems. You can undertake several programs and activities within your area of responsibility that can lower risk from bomb threats, suspicious items and behaviors.

Remember to:

- Have replacement equipment on hand in case existing equipment fails.
- Safeguard confidential material.
- Train and communicate with personnel on their roles, responsibilities, and equipment assigned, as defined by the BTM plan.

[ADDITIONAL TRAINING IS AVAILABLE THROUGH THE [CISA OFFICE FOR BOMBING PREVENTION](#).]

SECTION 3 - RECEIVING A THREAT

Because the threat itself can be a key piece of evidence for both the Decision Maker and local law enforcement, it is important that your response to received bomb threats follow specific procedures. Because anyone in your organization could be the recipient of a bomb threat, members of your organization must be trained on these procedures. These procedures will vary based on how the threat is received.

TELEPHONE

- ✓ Remain calm and DO NOT HANG UP.
- ✓ If possible, signal other staff members to listen and notify Decision Makers and authorities to enact the organization's BTM Plan.
- ✓ If the phone has a display, copy the number or letters on the window display.
- ✓ Pay close attention to the message, write down the exact wording of the threat.
- ✓ Keep the caller on the line for as long as possible and use the Bomb Threat Checklist [REFERENCE PAGE 34] to gather as much information as possible.
- ✓ Record, if possible.
- ✓ Attempt to listen for any background noises.
- ✓ Note the caller's voice/accents or use of any idioms.
- ✓ Fill out the Bomb Threat Checklist immediately.
- ✓ Be available for interviews with the emergency response team and law enforcement.

WRITTEN

- ✓ Handle the document as little as possible.
- ✓ Notify the Decision Maker and authorities.
- ✓ Rewrite the threat exactly as is on another sheet of paper and note the following:
 - Date, time, and location document was found.
 - Any situations or conditions surrounding the discovery/delivery.
 - Full names of any personnel who saw the threat.
- ✓ Secure the original threat; DO NOT alter the item in any way:
 - If small or removable, place in a bag or envelope.
 - If large or stationary, secure the location.

INTERNET, SOCIAL MEDIA MESSAGING, OR EMAIL

- ✓ Do not turn off or log out of the account.
- ✓ Leave the message open on the device.
- ✓ Print, photograph, take a screenshot, or copy the message and subject line.
 - Note the date and time.
- ✓ Notify the Decision Makers and authorities.

VERBAL OR IN PERSON

- ✓ Be aware of a psychologically distressed state in the person delivering the threat.
- ✓ Maintain distance from the individual.
- ✓ Contact the police immediately.
- ✓ If the perpetrator leaves, note which direction they went.
- ✓ Notify the Decision Makers and authorities.
- ✓ Write down the threat precisely as it was communicated.
- ✓ Note the description of the person who made the threat:
 - Name (if known).
 - Race.
 - Gender.
 - Type and color of clothing.
 - Body size (height/weight).
 - Hair and eye color.
 - Voice (loud, deep, accent, etc).
 - Any other distinguishing features.



OTHER METHODS

Other less common methods of receiving a threat include drawings or through a third party such as the police or the news media.

03

A NOTE ON MASS BOMB THREATS

Increasingly, bad actors are conducting strategic campaigns where multiple bomb threats sometimes simultaneously target infrastructure. Whether these mass bomb threats are made at multiple locations, or to one location over a length of time, **mass bomb threat campaigns can have significant impacts.** [REFERENCE PAGE 37]

Mass bomb threat campaigns are a reminder that bomb threats pose a serious disruption within local communities, as well as to public and private sectors across the United States.

- ✓ They have a psychological impact, disrupting lives and creating fear, uncertainty, and sometimes panic. With multiple threats to similar targets, the psychological and operational impact can be increased.
- ✓ They have an operational impact—causing activities to halt, harming commerce, and draining the resources of law enforcement and other first responders.
- ✓ Electronically disseminated mass bomb threats can target specific types of infrastructure on a national level (election polling locations, institutions of higher education, medical facilities, etc.) to enhance the impact and create cascading consequences.
- ✓ Mass bomb threats typically lack specificity or make grand claims (i.e. “there is a bomb in every major city.”) Threats are typically sent by email or phone and calls may use an automated voice.
- ✓ Unsubstantiated bomb threats may also create complacency that can lead to increased vulnerability when actual explosive devices are involved.

04

SECTION 4 - THREAT ASSESSMENT

04

A crucial component of bomb threat management is the ability to assess a threat for risk. Because most threats prove to be false, a Decision Maker must be able to determine how serious a threat should be taken.

While it is difficult to decide on authenticity, consideration should be given to the following contributing factors:

- Level of realism.
- Plausibility.
- Directness.
- Immediacy of the threat as it was received.
- Exact wording of the threat (e.g., descriptions that show knowledge of the site location or employees and repetitive or motivating statements). If the threat shows knowledge of the site location, it is more likely that an explosive device is present.
- Prior acts or threats against this or similar facilities.
- Current events regarding this or similar facilities.
- Individuals or actions at the site.
- Accessibility of the site.
- Occupants of the site.
- Danger in evacuation areas.
- Advice of local law enforcement.

CONSIDERATIONS FOR DECISION MAKERS

All threats should be carefully assessed. One must consider the facts and the context and then conclude whether there is a possible threat.



While there is no absolute method of determining the credibility of a threat, below are some parameters for helping Decision Makers conduct an informed assessment:

CONSIDERATIONS FOR DECISION MAKERS

LOW RISK <ul style="list-style-type: none">• Lacks realism• Ability to carry out threat is questionable	MODERATE RISK <ul style="list-style-type: none">• Feasible and sufficiently detailed• Includes time and place	HIGH RISK <ul style="list-style-type: none">• Highly specific locations or names• Threat is related to recent events
---	---	--

LOW RISK

The primary indication that a bomb threat is low risk is if it lacks realism. Ask yourself how likely is it that the threat being presented could actually be carried out? Other indications that a threat is a low risk include:

- The threat poses a minimum risk to personnel and property.
- There is an obvious reason to believe the motive is disruption.
- The threat is vague and indirect, and information is inconsistent, implausible, or lacks detail.
- The threat was indirectly delivered (located on the wall or by email).
- The caller has made numerous, previous threats or is known.

LOW RISK

LACKS REALISM

A threat that poses a minimum risk. Probable motive is to cause disruption.

- Vague and indirect
- Inconsistent, implausible, lacks detail
- Known or repeat caller
- Discovered

CONSIDERATIONS FOR DECISION MAKERS

LOW RISK

- Lacks realism
- Ability to carry out threat is questionable

MODERATE RISK

- Feasible and sufficiently detailed
- Includes time and place

HIGH RISK

- Highly specific locations or names
- Threat is related to recent events

MODERATE RISK

The more realistic or specific a threat is, the more seriously it should be taken. Moderate threats are feasible but unlikely, but they are more specific about methods and places than low risk threats. Other indications that a threat poses moderate risk include:

- The threat is direct and feasible.
- The wording of the threat suggests thoughtful planning as to how the act will be carried out.
- The threat may indicate possible place and time.
- The threat does not include strong indication of preparatory steps, although there may be some indirect reference pointing to that possibility.
- Indication the perpetrator has details regarding the availability of components needed to construct an explosive device.
- Increased specificity to the threat (e.g., "I'm serious!" or "I really mean this!").

MODERATE RISK

INCREASED LEVEL OF REALISM

Threat that could be carried out, although it may not appear entirely realistic.

- Direct and feasible
- Wording suggests some forethought
- Place and time
- No strong indication of preparatory steps
- Bomb-making knowledge
- Increased specificity

CONSIDERATIONS FOR DECISION MAKERS

LOW RISK

- Lacks realism
- Ability to carry out threat is questionable

MODERATE RISK

- Feasible and sufficiently detailed
- Includes time and place

HIGH RISK

- Highly specific locations or names
 - Threat is related to recent events
-

HIGH RISK

Specific and feasible threats present the most risk, especially if the threat is delivered in person. Other indications that a threat should be taken seriously include:

- The threat poses an immediate and significant danger to the safety of others.
- The threat is direct, specific, and realistic; it may include names, times, and/or location of the device.
- The perpetrator provides their identity and threat suggests concrete steps have been taken.
- The perpetrator indicates practice with a weapon or surveillance of the intended victim(s).
- The threat may be used as a warning by providing specific details of an explosive device or attempt to extort something, such as money.

SPECIFIC AND REALISTIC

Threat appears to pose an immediate and serious danger to the safety of others.

- Direct, specific, realistic
- Provides identity
- Concrete steps taken
- Indication of practice or surveillance

HIGH RISK

04

As you assess the risk of a bomb threat, take comfort that most threats prove to be false. However, you always want to be sure to look for signs and follow your BTM Plan closely to avoid a tragic outcome.

05

SECTION 5 - RESPONSES

05



Assess the threat by determining whether it is low risk, moderate risk, or high risk.

[REFERENCE PAGE 18]

Different threat levels correspond to different courses of action. For example:

- **Minimal threat:** assess the threat and discount it based on experience (caller has made multiple baseless threats and threat does not contain new or specific details).
- **Low threat:** assess the threat, determine that the threat of an existing device is low and lock down the site location to ensure no suspicious items enter the site location.
- **Moderate threat:** assess the threat, determine the realistic potential of a suspicious device, lockdown the site location and conduct a full or partial search for a device.
- **High threat:** assess that the threat is specific and realistic and conduct a partial or full evacuation of the site location.

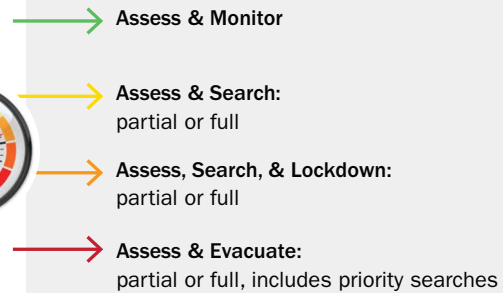
CONSIDERATIONS FOR DECISION MAKERS

- Limit access to site location.
- Review BTM Plan.
- Conduct Threat Assessment.
- Determine course of action warranted based on Threat Assessment.
- Immediately contact local law enforcement if required.

RISK LEVELS



THREAT RESPONSE OPTIONS



RESPONSE OPTIONS

ASSESS AND MONITOR

The Decision Maker determines that the information received does not indicate that the threat is sufficiently credible. Although a discounted threat means no action is taken, it is important to continue monitoring the threat and inform all relevant planning team members should new information indicate the threat is credible.

ASSESS & SEARCH

The Decision Maker may elect to conduct a partial or full search without a lockdown, garnering more time to assess whether the threat is credible. This determination should be based on the credibility of the threat and its corresponding course of action.

ASSESS, SEARCH, & LOCKDOWN

The Decision Maker determines that more time and information are needed to assess whether the threat is credible.

They can elect to conduct a search which may include a partial or full lockdown by restricting entrance to the site location. This determination should be based on the credibility of the threat and its corresponding course of action.

ASSESS AND EVACUATE

The Decision Maker determines the threat is credible and the best approach is to evacuate after conducting priority searches. Even if a threat seems adequately credible, do not automatically evacuate. This could place evacuees in greater danger of an attack. Hostile actors have used bomb threats in the past to better target personnel.

Like lockdowns, they may elect to conduct a partial or full evacuation. A hospital, for example, may not be able to safely evacuate all patients and select to only evacuate high risk areas.



Lockdowns

Keep in mind that there are two types of lockdowns:

- Partial: a partial lockdown only affects a specific site location section. This prevents people from entering or exiting this area.
- Full: a complete lockdown prevents anyone from leaving or entering the site location.

The type of lockdown you elect to use depends on the nature and credibility of the threat, whether you are conducting a search during the lockdown, and the specifics of your site location and environment. Keep in mind that it is wise to lockdown areas with high foot traffic during a search, so that devices are not placed in the area after the search is complete.

Searches

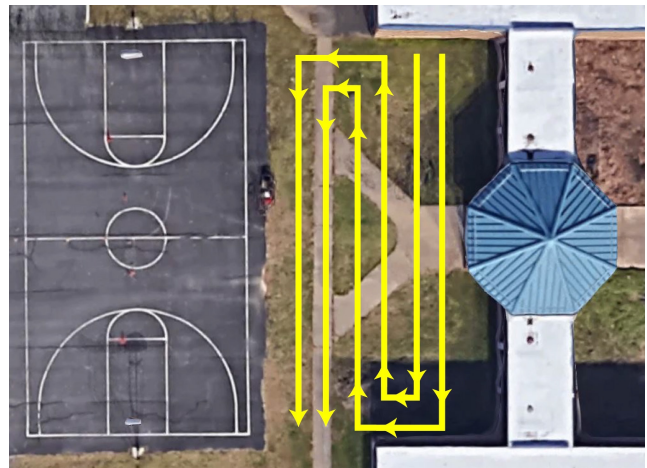
It is essential to have a predetermined approach and parameters for conducting a search in your BTM Plan.

[REFERENCE PAGE 10]

Identify or develop the following:

- ✓ Factors that determine if the search is conducted before or after evacuation.
- ✓ Search priorities.
- ✓ Roles and tasks to complete during search.
- ✓ Floorplans and outside area layout.
- ✓ Critical or vulnerable areas to search.
- ✓ Areas to search if evacuation is initiated.
- ✓ Tools and equipment needed for search team members.
- ✓ Basic procedures for a systematic and thorough search.
- ✓ Items to use for marking or securing cleared areas.
- ✓ Additional search resources that may be available offsite.

Searching for a potential explosive device is inherently dangerous. Whether or not an explosive device is found, the safety of your personnel is paramount. All search team members should have the floor plan of your site location with evacuation routes marked. They should prioritize evacuation areas, hazardous areas, and the identified target locations of the threat. Look for items that look out of place or suspicious. To ensure their safety, ensure the following guidelines are followed:



Bird's eye view of venue depicting systematic search.

- ✓ Minimize the use of wireless communications.
- ✓ Minimize the number of people participating in zone searches.
- ✓ Ensure all areas searched are marked and recorded.
- ✓ Thoroughly search all public areas, assembly locations, and exterior evacuation routes before evacuation.
- ✓ If an object is found, isolate it. If anyone can see the object, they are too close.
- ✓ Use safe and timely communication techniques with all individuals.
- ✓ Report accurate information to the search team leader.
- ✓ NEVER assume only one device is present.
- ✓ NEVER assume the time of detonation stated in the threat is accurate.
- ✓ NEVER touch, move, or cover a suspicious object.
- ✓ NEVER spend more time near a suspicious object than necessary.

Regardless of the threat assessment, your designated Decision Maker or the appropriate on-site supervisor is responsible for determining what action to take.

[ADDITIONAL TRAINING IS AVAILABLE THROUGH THE [CISA OFFICE FOR BOMBING PREVENTION](#).]

Evacuations

If you determine that it is safe and necessary to evacuate, contact first responders and do the following:

- ✓ Use alternate evacuation routes only for those near a suspicious item.
- ✓ Select evacuation routes and assembly areas not in the vicinity of the suspicious item and ensure that these routes and assembly areas have been searched and cleared.
- ✓ Announce the need to evacuate AFTER evacuation routes and assembly areas have been searched and nothing is found.
- ✓ Notify police/fire/EMS of evacuation and request assistance.
- ✓ Advise all evacuees to remove all personal items (e.g., purses or backpacks).
- ✓ Account for all personnel and patients.
- ✓ Have the Evacuation Team confirm the site location is empty.
- ✓ Bring emergency kits and trauma kits, if available.

Re-entry

After evacuation, the Decision Maker must determine when re-entry can be safely conducted. These parameters should be outlined in your BTM Plan. When re-entry is conducted, consider how the site location can be safely entered, especially when crowding may occur. Likewise, the site Decision Maker should determine whether staff should search their work areas upon their return.



REMEMBER

Your organization may need to consider other aspects of your BTM Plan that are specific to your needs. Some organizations can't entirely stop operations, and determinations will need to be made about who and what remains inside. Depending on these considerations, evacuations and restoring operations after an evacuation will need to be tailored to an organization's specific needs.

SECTION 6 - SUSPICIOUS ITEMS

Just as with the need to assess bomb threats, it is essential to assess all items (examples include bags, packages, and vehicles) within your site locations to determine whether they are suspicious or simply unattended. When deciding whether an item is suspicious, use the acronym **H.O.T.:**

[REFERENCE PAGE 36]

Is it **H O T** ?

H: Is the item intentionally **Hidden**?

O: Is the item **Obviously** suspicious?

T: Is the item not **Typical** for your environment?

Unattended Items are anything that:

- Are not in someone's possession.
- Have no obvious signs of being suspicious.
- Do not correlate to any received threat.



CONSIDERATIONS FOR DECISION MAKERS

- Not all items are suspicious.
- An unattended item is anything not in someone's possession and where there are no obvious signs of being suspicious, especially if no threat was received.

IF A SUSPICIOUS ITEM IS FOUND

- DO NOT touch, tamper with, or move the item.
- Immediately report item to the Decision Makers and local law enforcement/first responders.
- Decision Makers must:
 - ✓ Ensure area is secured.
 - and cleared of personnel.
 - ✓ Notify Search Teams.
 - ✓ Ensure emergency responders are briefed.
- Evacuation & Search Teams should remain available to assist and inform evacuees, staff, and others.

A suspicious item is anything that is reasonably believed to contain explosives, an IED, or other hazardous material that requires a bomb technician to further evaluate it.

- Potential indicators can be threats, placement, or proximity of the item to people and valuable assets.
- Examples include unexplainable wires or electronics, other visible bomb-like components, unusual sounds, vapors, mists, or odors.



ADDRESSING A SUSPICIOUS ITEM

Once an item has been identified as suspicious, you can use the acronym RAIN to recall the recommended steps involved in responding and neutralizing the threat of this item.

RAIN stands for:



R: Recognize the Indicators of a Suspected Explosive Device: remember that Suspicious Devices are HOT (Hidden, Obviously suspicious, not Typical).

A: Avoid the Device or Item: do not touch the device. Move away from the suspected device or item immediately.

I: Isolate the Area: secure the perimeter of the area surrounding the device. If possible, wear protective equipment or use frontal and overhead cover in case of detonation.

N: Notify appropriate emergency services.

[REFERENCE PAGE 36]



07

SECTION 7 - CONCLUSION



07

When it comes to the threat of IEDs and bomb threats, having a clear, specific, and well-known plan in place can save lives and reduce disruptions. Take the time ahead of a threat to form a plan for your site location that contains all the details that you'll need when the time comes.

Every bomb threat should be individually assessed for risk factors based on a site location's needs. Decision Makers and administrators should periodically review federal guidance and work with local first responders to establish a BTM Plan that addresses each risk level appropriately and is optimal for their site location(s) and personnel.

SECTION 8 - GLOSSARY, REFERENCES, AND RESOURCES

BOMB THREAT GUIDE ACRONYM LIST

CISA Cybersecurity and Infrastructure Security Agency

IED Improvised Explosive Devices

BTM Bomb Threat Management

OBP Office for Bombing Prevention

TRIPwire Technical Resource for Incident Prevention wire

REFERENCES

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BOMB THREAT PROCEDURES

This quick reference checklist is designed to help employees and decision makers of commercial facilities, schools, etc. respond to a bomb threat in an orderly and controlled manner with the first responders and other stakeholders.

Most bomb threats are received by phone. Bomb threats are serious until proven otherwise. Act quickly, but remain calm and obtain information with the checklist on the reverse of this card.

If a bomb threat is received by phone:

1. Remain calm. Keep the caller on the line for as long as possible. DO NOT HANG UP, even if the caller does.
2. Listen carefully. Be polite and show interest.
3. Try to keep the caller talking to learn more information.
4. If possible, write a note to a colleague to call the authorities or, as soon as the caller hangs up, immediately notify them yourself.
5. If your phone has a display, copy the number and/or letters on the window display.
6. Complete the Bomb Threat Checklist immediately. Write down as much detail as you can remember. Try to get exact words.
7. Immediately upon termination of call, DO NOT HANG UP, but from a different phone, contact authorities immediately with information and await instructions.

If a bomb threat is received by handwritten note:

- Call _____
- Handle note as minimally as possible.

If a bomb threat is received by e-mail:

- Call _____
- Do not delete the message.

Signs of a suspicious package:

- No return address
- Excessive postage
- Stains
- Strange odor
- Strange sounds
- Unexpected delivery
- Poorly handwritten
- Misspelled words
- Incorrect titles
- Foreign postage
- Restrictive notes

*** Refer to your local bomb threat emergency response plan for evacuation criteria**

DO NOT:

- Use two-way radios or cellular phone. Radio signals have the potential to detonate a bomb.
- Touch or move a suspicious package.

WHO TO CONTACT (Select One)

- **911**
- **Follow your local guidelines**

For more information about this form contact the Office for Bombing Prevention at: OBP@cisa.dhs.gov



V2

BOMB THREAT CHECKLIST

DATE:

TIME:

TIME CALLER
HUNG UP:

PHONE NUMBER WHERE
CALL RECEIVED:

Ask Caller:

- Where is the bomb located?
(building, floor, room, etc.)
- When will it go off?
- What does it look like?
- What kind of bomb is it?
- What will make it explode?
- Did you place the bomb? Yes No
- Why?
- What is your name?

Exact Words of Threat:

Information About Caller:

- Where is the caller located?
(background/level of noise)
- Estimated age:
- Is voice familiar? If so, who does it sound like?
- Other points:

Caller's Voice	Background Sounds	Threat Language
<input type="checkbox"/> Female	<input type="checkbox"/> Animal noises	<input type="checkbox"/> Incoherent
<input type="checkbox"/> Male	<input type="checkbox"/> House noises	<input type="checkbox"/> Message read
<input type="checkbox"/> Accent	<input type="checkbox"/> Kitchen noises	<input type="checkbox"/> Taped message
<input type="checkbox"/> Angry	<input type="checkbox"/> Street noises	<input type="checkbox"/> Irrational
<input type="checkbox"/> Calm	<input type="checkbox"/> Booth	<input type="checkbox"/> Profane
<input type="checkbox"/> Clearing throat	<input type="checkbox"/> PA system	<input type="checkbox"/> Well-spoken
<input type="checkbox"/> Coughing	<input type="checkbox"/> Conversation	
<input type="checkbox"/> Cracking Voice	<input type="checkbox"/> Music	
<input type="checkbox"/> Crying	<input type="checkbox"/> Motor	
<input type="checkbox"/> Deep	<input type="checkbox"/> Clear	
<input type="checkbox"/> Deep breathing	<input type="checkbox"/> Static	
<input type="checkbox"/> Disguised	<input type="checkbox"/> Office machinery	
<input type="checkbox"/> Distinct	<input type="checkbox"/> Factory machinery	
<input type="checkbox"/> Excited	<input type="checkbox"/> Local	
<input type="checkbox"/> Laughter	<input type="checkbox"/> Long distance	
<input type="checkbox"/> Lisp		
<input type="checkbox"/> Loud		
<input type="checkbox"/> Nasal		
<input type="checkbox"/> Normal		
<input type="checkbox"/> Ragged		
<input type="checkbox"/> Rapid		
<input type="checkbox"/> Raspy		
<input type="checkbox"/> Slow		
<input type="checkbox"/> Slurred		
<input type="checkbox"/> Soft		
<input type="checkbox"/> Stutter		

Other Information:



Section 08

Glossary, References, and Resources

Suspicious or Unattended?

Criminals or terrorists sometimes conceal improvised explosive devices (IEDs) in backpacks, suitcases, or common items.

Use this process to safely determine if an item is a serious threat or just unattended.

Is it **HOT**?

Hidden

- Placed out of sight
- Appears purposely concealed

Obviously suspicious

- Unexplainable wires or electronics
- Bomb-like components

not Typical

- Out of place for the location
- Potentially related to a threat



- Use R. A. I. N. (Continue to other side)

YES
(Suspicious)

NO
(Unattended)

- Treat with caution
- Try to determine the owner
- Report to an authority

If an item is suspicious you should:



R

Recognize the Indicators of a Suspected Explosive Device

Indicators can be related to the characteristics, events, location, or time, including whether the item is Hidden, Obviously suspicious, or not Typical (HOT).



A

Avoid the Area

Don't touch the suspected item. Instead, immediately move and direct others to move away immediately.



I

Isolate the Suspected Item

Establish a perimeter to secure the area and continue to direct people away. Use frontal and overhead cover and if available wear personal protective equipment.



N

Notify Appropriate Emergency Services

Describe the **S**uspicious items and persons, the person's **A**ctions, the **L**ocation of the item, the **T**ime of placement and discovery, and **Y**our actions to mitigate risk (SALTY).


If you **see** something, **say** something®

REPORT SUSPICIOUS ACTIVITY. Contact **local law enforcement** or **9-1-1** in case of emergency

DEFEND TODAY, SECURE TOMORROW

"If You See Something, Say Something" used with permission of the NY Metropolitan Transportation Authority






Mass Bomb Threats

CISA OFFICE FOR BOMBING PREVENTION

Increasingly, bad actors are conducting strategic campaigns where multiple bomb threats sometimes simultaneously target infrastructure. Whether these mass bomb threats are made at multiple locations, or to one location over a length of time, **mass bomb threat campaigns can have significant impacts.**


INDICATORS


- Threats lack specificity and realism
- Often delivered via email, phone, or social media
- Phone threats are likely to have automated voices
- Media reports indicate similar and simultaneous threats





Cascading consequences and enhanced impact


Mass bomb threat campaigns target specific types of infrastructure on a national level such as:

 Election Polling Locations

 Medical Facilities


 Institutions of Higher Education

 Faith-Based Organizations



OPERATIONAL IMPACT

May halt activities, harm commerce, and drain resources



PSYCHOLOGICAL IMPACT

May disrupt lives, create fear, uncertainty, and panic

Each affected organization or facility should carefully evaluate the bomb threat

Consider the **facts, context, and totality of the circumstances**, then determine a response option.

Exact wording of the threat	Prior threats against this or similar facilities	Current events regarding this or similar facilities	Accessibility of the site	Occupants of the site
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RISK LEVELS

Low

A **vague** and **indirect** threat that poses a minimum risk to the victim or public safety.

Medium

A threat that is **direct** and **feasible** and could be carried out, although it may not appear entirely realistic.

High

A threat that is **direct, specific, realistic**, and poses an immediate and serious danger to the safety of others.



THREAT RESPONSE OPTIONS

→ **Assess & Discount:**
continue to monitor

→ **Assess & Lockdown:**
partial or full

→ **Assess, Lockdown, & Search:**
partial or full

→ **Assess & Evacuate:**
partial or full, includes priority searches

Every bomb threat requires professional judgment and should be handled in accordance with the facility's needs. Decision Maker(s) and administrators should periodically review Federal guidance and work with local first responders to establish a Bomb Threat Response Plan that addresses each risk level appropriately and is optimal for their building(s) and personnel.

For a full list of related CISA Office for Bombing Prevention trainings and resources, please visit: cisa.gov/what-to-do-bomb-threat

DEFEND TODAY, SECURE TOMORROW



