

**Study Group Project:
Emergency Preparedness and Response Planning Exercises**

Domestic Terrorism Scenario: Johnson City, Tennessee

Introduction: Before starting on this scenario, there are a number of competencies required to be effective in the field of emergency management. With the emphasis on response and short-term recovery, it is imperative to have a grasp of the risks and threats to a particular locality and region. Being able to articulate the vulnerabilities and exposure conditions as well as the consequences from such threats or known hazards provide the foundation for mitigation and preparation. Analyzing and then evaluating these threats provides the basis for mitigating Critical Infrastructure Protection (CIP) and thus guiding the initial response at both the strategic and tactical levels as well as the short-term recovery phase of operation.

Learning Demonstration: Before beginning to write your deliverable to the scenario, there are some tasks to accomplish that will assist you:

1. Become familiar with the city and surrounding county of Johnson City, Tennessee.
 - a. Utilize Google Earth to gain an overview of the region, major transportation arteries, significant terrain features,
 - b. Utilize the City Government website (<http://www.johnsoncitytn.com/>) to become familiar with the assets and liabilities of the city. Do the same for Washington County, Tennessee (<http://www.washingtoncountyttn.org/>).
 - c. Johnson City Employment leading employers (http://www.msha.com/hospitals/johnson_city_medical_center_l_johnson_city_tn/telephone_directory.aspx).
 - d. Elizabethton, Tennessee shares a border with Johnson City. (<http://www.elizabethton.org/>). What are the cultural assets, strategic and tactical targets, significant terrain features, businesses and major retail venues?
 - e. Political Parties. Democrat Resource Center (<http://www.drcdems.org/>), Republican Party (<https://www.facebook.com/pages/Washington-County-Republican-Party-TN/478657265522266>), Tri-Cities Libertarian Party (<https://www.facebook.com/pages/Tri-Cities-Libertarian-Party-of-Tennessee/344781292308242>) and Tri-Cities Tea Party (<http://www.tricitiesteaparty912.com/>) .
2. Identify targets of opportunity as well as targets of strategic interest throughout this region.

- a. Washington County / Johnson City have a unified emergency management command center. This is a strategic target: 333 E. Maple St. Johnson City, TN 37601.
 - b. Sheriff's Office is a tactical target. 112 W. Jackson Blvd., Jonesborough, TN 37659.
 - c. Accurate Machine Products Corp. may be a tactical target of opportunity. (<http://accmachprod.com/>)
 - d. Research a variety of major commercial and retail establishments such as Home Depot, WalMart, vacant commercial real estate (<http://www.loopnet.com/Tennessee/Johnson-City-Commercial-Real-Estate/>) and various shopping malls (<http://www.mallatjohnsoncity.com/>)
 - e. Research community events that may become tactical targets of opportunity (<http://visitjohnsoncitytn.com/>)
 - f. There are numerous places of cultural significance in Johnson City and the county. One is the George L. Carter Railroad Museum (<http://www.etsu.edu/railroad/>), a Children's Museum (<http://www.etsu.edu/railroad/>) along with numerous places of worship that include a mosque (<http://www.mcnetonline.com/>), a Jewish synagogue (<http://www.bnaisholomtnva.org/>) and a large Roman Catholic Church (<http://www.bnaisholomtnva.org/>).
3. Develop a likely profile of such a terrorist group, being attentive to potential "lessons learned" if such a group studied successful attacks on commercial and business enterprises in other locales.
 - a. Washington County / Johnson City have a unified emergency management command center. This is a strategic target.
 - b. Taj Hotel in Mumbai, India. These resources may be helpful (Garner, 2013), (Henderson, 2013) and (CNN Library, 2014).
 - c. 2012 Aurora Colorado Theater Shooting. These resources may be helpful (CNN Library, 2013), (II, 2012), and (ABC News, 2014)
 - d. Ohio 82 Bridge Plot. These resources may be helpful (Plain Dealer Staff, 2012), (Kevin Johnson, 2012) and (Chiaramonte, 2012)
 - e. American citizens receive terrorist training. These resources may be helpful (Marzulli, 2014) and (Shoichet, 2014)
 - f. America infiltrated with terrorists. These resources may be helpful (Inquisitor, 2014) and (Picket, 2014)
 4. Become familiar with the effectiveness of conventional weapons and the potential use of advanced conventional weapons.
 - a. Conventional small arms effectiveness can be found here (Pitcatinny Arsenal: Products and Services. "Small Caliber and Infantry Weapons." Retrieved from:

http://www.pica.army.mil/picatinnypublic/products_services/products08.asp) and here (Avery, 2012).

b. Analysis of advanced conventional weapons can be found at this reference (James Bonomo, 2007).

c. Damage assessment from explosive charges can be assessed using this reference (Krauthammer, 1999) and (HYDESim High Yield Detonation Effects Simulator).

d. Bureau of Alcohol, Tobacco, Firearms and Explosives. "Industry advisory: Black powder, black powder substitutes and smokeless powder."

(<https://www.atf.gov/sites/default/files/assets/pdf-files/powders-industry-outreach.pdf>).

e. Bureau of Alcohol, Tobacco, Firearms and Explosives. "555.220 Table of distances of ammonium nitrate and blasting agents from explosives or blasting agents." (<http://www.atf.gov/content/explosives/explosives-industry/table-distances-ammonium-nitrate-and-blasting-agents-explosives-or-blasting-agents>).

f. Bureau of Alcohol, Tobacco, Firearms and Explosives. "Ammonium nitrate security." (<http://www.atf.gov/content/Explosives/explosives-industry/explosives-programs-ammonium-nitrate-security>).

5. Identify the primary first-responder organizations and major media outlets within the region. Research the training, equipment and other assets that might be available to local, regional and state law-enforcement organizations.

a. Find this as a separate page within the City Government website

(<http://www.johnsoncitytn.com/EMA/>) and County Government website

(<http://www.washingtoncountyttn.org/node/265>).

b. Johnson City Press (<http://www.johnsoncitypress.com/>).

c. Mountain City, Tennessee. "The Tomahawk." (<http://www.thetomahawk.com/>).

d. Johnson City television stations WJHL (<http://www.wjhl.com/>), WCYB

(<http://www.wcyb.com/>).

e. Johnson City Public Radio. WETS-FM (<http://www.etsu.edu/wets/aboutus/>)

f. Washington County / Johnson City EMA CERT

(<https://www.citizencorps.fema.gov/cc/showCert.do?cert&id=44963>)

g. Tennessee Emergency Management Agency 2014 Annual Report.

(<https://www.citizencorps.fema.gov/cc/showCert.do?cert&id=44963>).

6. Identify the major trauma centers within the locale and region. Here are some places to start.

a. Johnson City Medical Center

(http://www.msha.com/hospitals/johnson_city_medical_center | johnson_city_tn/telephone_directory.aspx).

b. Mountain Home Veterans Administration Medical Center

(<http://www.mountainhome.va.gov/>)

c. Wautaga Orthopedic Hospital (<http://www.healthgrades.com/group-directory/tennessee-tn/johnson-city/watauga-orthopedics-y79xm4>).

Scenario Overview: The scenario encompasses a series of terrorist attacks throughout Johnson City, TN, carried out by a highly capable group associated with the most extreme elements of what appeared at first to be associated with a “sovereign citizen” movement. This may or may not prove to finally be the sole perpetrator of the attack(s). Facts about Johnson City and the surrounding region are given below. You are to assume this group consists of 8 – 15 members utilizing advanced squad tactics, conventional weapons and explosives. The potential for the use of advanced conventional weapons and false flag operations should not be ruled out.

The study group members are to assume roles in the Incident Command System to respond to the events. The roles for this scenario have multiple responsibilities that are outlined below.

Role Responsibilities: The study group members are to assume roles in the Incident Command System to respond to the events. The roles for this scenario have multiple responsibilities:

- Command staff:
 - Safety (advises on operational safety to protect health and safety of responders)
 - Public Information
 - Legal counsel, to advise on matters such as “emergency proclamations” and “legal rights and restrictions pertaining to media access” (NIMS, 2008, p. 95)
 - Liaison, as the point of contact with other governmental agencies (local, state, and federal)
- Sections:
 - Planning: Resources, Situation, Documentation, and Demobilization
 - Logistics, which supports first responders (not the public): Supply, Medical, Ground Support, Food and Facilities, BUT NOT Communications for this project
 - Finance & Administration: Time, Procurement, Claims and Compensation, and Cost
- Operations 1:
 - Law Enforcement
 - Emergency (Tactical) Communications (this is normally a Logistics function)
 - Air Operations

- Operations 2:
 - Fire, including HazMat
 - Emergency Medical Services (for the public)
 - Water/Wastewater

Before beginning to work on this specific crisis scenario, you may find it very helpful as a team to go to the FEMA-EMI Independent Study website at <http://www.training.fema.gov/is/crslist.aspx> and complete the following courses. Some of you may have completed one or more of these previously or have relevant practical experience and training. The core courses that everyone on the team should complete individually would include IS-700.B and IS-706. Your team may wish to “divide and conquer”—having each person complete one or more of the other courses so that collectively, your team has completed all of them. You must certify completion of all the courses as a team by posting certificates of completion in the dropbox provided under the Study Group Project folder.

- IS 700.B: National Incident Management System (NIMS), An Introduction (this should be completed in the intro course)
<https://training.fema.gov/is/courseoverview.aspx?code=IS-700.b>
- IS-100.C: Introduction to the Incident Command System, ICS 100 at
<https://training.fema.gov/is/courseoverview.aspx?code=IS-100.c>:
(Approximate duration: 2 hours)
- IS-775: EOC Management and Operations at
<http://www.training.fema.gov/is/courseoverview.aspx?code=IS-775>
(Approximate duration: 4 hours)
- IS-453: Introduction to Homeland Security Planning at
<http://training.fema.gov/is/courseoverview.aspx?code=IS-453> (Approximate duration: 2 hours)
- IS-706: NIMS Intrastate Mutual Aid, and Introduction at
<http://www.training.fema.gov/is/courseoverview.aspx?code=IS-706>
(Approximate duration: 2.5 hours)
- IS-813: Emergency Support Function (ESF) #13 – Public Safety and Security Annex at <http://www.training.fema.gov/is/courseoverview.aspx?code=IS-813>
(Approximate duration: 0.5 hours)

You may also find it helpful to take additional IS courses in order to familiarize yourselves with your specific responsibilities under the ICS. You may wish to complete the following courses specific to the group or section you are assigned to. It is not required to document or certify completion of any of these courses.

- Command staff:
 - Safety (advises on operational safety to protect health and safety of responders)
 - Public Information

- Legal counsel, to advise on matters such as “emergency proclamations” and “legal rights and restrictions pertaining to media access” (NIMS, 2008, p. 95)
- Liaison, as the point of contact with other governmental agencies (local, state, and federal)
 - IS-35: FEMA Safety Orientation at <http://www.training.fema.gov/is/courseoverview.aspx?code=IS-35.15> (Approximate duration: 2 hours)
 - IS-29: Public Information Officer Awareness at <http://www.training.fema.gov/is/courseoverview.aspx?code=IS-29> (Approximate duration: 2.5 hours)
 - IS-702.a: NIMS Public Information Systems at <http://training.fema.gov/is/courseoverview.aspx?code=IS-702.a> (Approximate duration: 3 hours)
- Sections:
 - Planning: Resources, Situation, Documentation, and Demobilization
 - Logistics, which supports first responders (not the public): Supply, Medical, Ground Support, Food and Facilities, BUT NOT Communications for this project
 - Finance & Administration: Time, Procurement, Claims and Compensation, and Cost
 - IS-703.a: NIMS Resource Management at <http://www.training.fema.gov/is/courseoverview.aspx?code=IS-703.a> (Approximate duration: 3.5 hours)
 - IS-27: Orientation to FEMA Logistics at <http://training.fema.gov/is/courseoverview.aspx?code=IS-27> (Approximate duration: 4hours)
 - IS-244.b: Developing and Managing Volunteers at <http://www.training.fema.gov/is/courseoverview.aspx?code=IS-244.b> (Approximate duration: 4 hours)
 - IS-525: Guardian Accord – Terrorism and Continuity Operations at <http://www.training.fema.gov/is/courseoverview.aspx?code=IS-525> (Approximate duration: 4 hours)
 - IS-26: Guide to Points of Distribution at <http://www.training.fema.gov/is/courseoverview.aspx?code=IS-26> (Approximate duration: 4 hours)
- Operations 1:
 - Law Enforcement
 - Emergency (Tactical) Communications (this is normally a Logistics function)
 - Air Operations

- Operations 2:
 - Fire, including HazMat
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 - Water/Wastewater

Task for Part 1: A Collaborative Report: Pretend that you are preparing recommendations to the Multi-Agency Coordination (MAC) Group. Fill out the Part 1 Template. If you use references, there will be a place in the Template for Part 2 for listing your references as well as including additional, optional information.

- Address the following questions for responding to the disaster at each of the phases - Initial Response, Short-term Response, and Incident Closure.
- 1. For each area of responsibility, which activities are critical to perform as part of the response as it progresses? (You will need to make inferences from the status information given above, as well as use your imagination to create status information.)
- 2. What resources do you need? Consider organizations and people; information; equipment, materials and supplies.
- 3. What decisions do you need to escalate to the MAC Group to make?
- Prepare the report to the MAC Group by phase.
- **NOTE:** If someone withdraws from your group, you are not expected to adopt the role that has been orphaned.

Task for Part 2: An After-Action Report: The team of emergency response leaders needs to perform an after-action review of all the areas (including the roles covered by the SimCell). The Part 2 template will be uploaded into your private team discussion forum later. Consider these questions:

1. List things that did not go well in each phase and speculate on the root causes of why there were problems.
2. What things were done well in each phase? Speculate as to why.
3. What mitigations can be put in place to prevent or minimize problems in the first place?
4. What preparations for response and recovery need to be implemented?

Resources: FEMA's Emergency Management Institute has high-level task lists for many of these roles (but not HazMat, Emergency Medical Services, or local Public Works). You can refer to these as a starting point, but for this project you will need to be more specific, to reflect the demands of the incident you are responding to.

Review position skillsets at: Emergency Operations Center Skillsets User Guide from FEMA (<https://www.fema.gov/media-library/assets/documents/170606>)

City of Johnson City, TN. (n.d.) Retrieved from <http://www.johnsoncitytn.org>.

Eastern Tennessee State University. (n.d.). Retrieved from <http://www.etsu.edu>

US Census Bureau. (2013). State & county quick facts. Johnson City (city), Tennessee. Retrieved from <http://quickfacts.census.gov/qfd/states/47/4738320.html>

US Department of Homeland Security. (2008). National Incident Management System.

Deliverables: Your team must submit a single document in the public discussion forum provided including both of the following elements combined into a single file by the assignment due date:

1. A Collaborative Report/Template for Part 1
2. An After-Action Report/Template for Part 2.

Each member of the team must also submit a copy of this document with Parts 1 & 2 combined in the Assignment dropbox provided under the Study Group Project folder by the assignment due date.

Each member of the team must also complete and submit a self and peer evaluation form in the Assignment dropbox provided under the Study Group Project folder by the assignment due date using the template provided.

Frequently Asked Questions/Helpful Hints: Be certain to check the FAQ section of the classroom first before asking your instructor.

Rubric:

To be added later

Scenario:

A. Initial Response (The First 12 Hours)

At 4:17 a.m., the Washington County Emergency Operations Center was heavily damaged by a series of explosions. The initial explosion was a massive truck bomb detonated by remote control quickly followed by as many 20 explosions of high explosives of undetermined origin. As emergency responders rushed to the scene, they were met with additional explosions that seemed to come out of nowhere.

Every building from Cherry Street to Seivers Street and Commerce Street to West Maple Street either collapsed or were severely damaged by the effects of this attack.

At 4:39 a.m., the sub-station routing electricity to the downtown business district was rocked by explosive charges which took out power to major television stations and the Johnson City Press. This was followed by a similar loss of power to the sub-station serving Johnson City Medical Center. The Medical Center, television station and newspaper's emergency generators were automatically activated.

Cell phone service throughout the region was disrupted by call volume. Text messages were still effective.

At roughly 4:50 a.m., the morning paper delivery driver noticed employees for the morning shift at Doubletree Hilton had begun arriving only to find the doors to the facility locked and appeared to be chained from the inside. She was unable to report this to her supervisor as cell phone usage was overloaded.

Patrol officers set up security cordon around the destroyed area, a temporary emergency operations center and morgue was identified and set up at nearby Munsey Memorial United Methodist Church. Fire and rescue personnel decided to wait for daylight to begin search and rescue / recovery operations.

News crews from local media drawn by the sounds of explosions began broadcasting from Munsey Memorial Church parking lot but were not allowed near the now-destroyed Emergency Operations Center. CNN and FOXNews were the first to report "a series of explosions have rocked downtown Johnson City, Tennessee" at 4:30 a.m.

WCYB's newsroom had received the following fax at 4:32 a.m.:

"Greetings in the name of El Shaddai, the Almighty One. By now you have received a taste of our capabilities. We have grown tired of watching our nation continue to slide into anarchy brought about by feckless leaders who wink at lawbreakers while punishing citizens who raise legitimate concerns about our nation's indebtedness, porous borders, foreign aid given to nations who hate and immigrants who are here illegally receiving more benefits and consideration than ordinary citizens.

Currently we are holding the guests in Doubletree Hilton hostage. You can see the doors are chained along with a hostage. All doorways are also rigged with explosive charges. We have dispatched sniper teams throughout the region and you will come to know that our aim is true and sure.

We have one demand: by Midnight tonight the Tennessee State Legislature must pass, and the Governor must sign, a Resolution endorsing a call for a Constitutional Convention. If this is done, we will release the hostages unharmed. If not, we will begin executing one hostage per hour.

Do not trifle with us. Neither you nor your children are safe.”

Signed – The Swordmen of El Shaddai

As dawn began, it did indeed “look like a war zone.” The EOC was nearly completely destroyed. There did not appear to be any survivors in the rubble. First responders who had been subjected to the follow-on attack were casualties—some with massive injuries, and others with serious but non-fatal shrapnel wounds.

Reports coming in from Elizabethtown and Jonesborough indicate that throughout the night there several shootings outside of all-night convenience stores. What at first appeared to unrelated incidents now seems to be part of a pattern: all were shot at relatively long range with a single bullet, most died at the scene. The names and identities of the victims are being withheld pending identification.

With the Governor being in Japan on an economic development trip, the Lieutenant Governor ordered the activation of the National Guard for deployment around key government offices and retail facilities at approximately 6:20 a.m. after consultation with key legislators and the governor.

A press conference is scheduled for 12:00 Noon.

B. Short-Term Response (Next 12 Hours)

The group calling itself “The Swordmen of El Shaddai” continues to implement its plans.

At about 5:30 p.m., some of their members acting as a tactical assault team launch a raid on the Watauga Water Treatment Plant, killing a couple of employees, and taking the others hostage. Their plan is to take and hold the water treatment plant, but disable it. The team begins destroying the controls for water treatment. Watauga is the newer of the city’s two water treatment plants, supplying about two-thirds of the city’s water. Taking one of the hostage’s cell phones, a member of the team texts a coded message to a sympathizer indicating that the plant has been occupied. It is also a signal to release disinformation that the poisonous chemicals from Eastman Chemical up in Kingsport have been released into the water system. That sympathizer then uses a landline phone to notify other sympathizers to begin spreading rumors about the water treatment plant. Their objective is to get on the information on the 11 p.m. TV news. The team at the plant hunkers down for a response by the police by placing explosives at strategic locations.

One news crew remains posted near the Doubletree Hilton, and another has gone to the Watauga Water Treatment Plant. Other reporters are hounding local officials for updates. A couple of reporters have also gone to the Medical Center and other area hospitals in neighboring towns trying to get information from families of victims, doctors, nurses, orderlies, or anybody who is willing to talk. The media are also busy getting reactions from “average citizens” from in-person interviews around the city, from call-ins

to radio shows, and from Twitter, Facebook, and other social media. These reactions include a lot of misinformation and rumors, creating massive headaches for the Public Information Officer for the city.

By midnight, personnel from the Tennessee Bureau of Investigation, the Office of Homeland Security, and the Tennessee Emergency Management Agency also arrive, as well as agents and a Hostage Rescue Team (HRT) from the FBI. On the law enforcement side, there are small, ugly turf battles going on about following the principles of unified command, and about the FBI asserting its primary jurisdiction in the case. TEMA and OHS staff members discover that the city's volunteers haven't been keeping good logs of information and haven't been using the ICS forms. As for resources needed, available, and requested, nobody seems to have any real idea. Situational awareness is also a major problem.

C. Incident Closure (Days 2-3)

By the end of the second day of the crisis, communications have broken down between El Shaddai gunmen and law enforcement hostage negotiators at the Doubletree Hilton, but continue at the Watauga Water Treatment Plant. Suddenly, FBI agents and police detect signs that the gunmen have begun shooting hostages inside the hotel. The FBI HRT and state SWAT team join forces to make a forced entry into the hotel, and an intense barrage of gunfire ensues. After a few minutes the shooting ends, and two suspects surrender to police. It appears that at least a dozen people inside the hotel have been fatally shot, and perhaps an equal number wounded—including two members of the state SWAT team. Several firearms were found among the bodies, but it was not immediately clear which of the dead and wounded were suspects or hostages, or whether they had been shot by the suspects or police gunfire during the assault. A police bomb squad enters and begins checking the building for possible explosives, but find none. Police secure the scene to allow EMS personnel to enter and begin treating victims.

About an hour later, the suspects holding the Watauga Water Treatment Plant tell the hostage negotiators they want to surrender. Hostages are released, and the suspects are quickly arrested as they exit the facility with their hands up. A police bomb squad is brought in to check the facility before other police can begin searching to determine if anyone remains inside, if any hostages had been killed, or if any suspects had escaped.

As the various crime scenes are processed and the investigation continues, it becomes apparent that significant resources will be needed from neighboring jurisdictions, from the state, and from various federal agencies.

With all the law enforcement units that have converged on the city, it is extraordinarily difficult to maintain a workable communications plan, and this leads to numerous breakdowns in communications between and among the personnel in the field. Transfers of command to relieve tired personnel have not gone smoothly either, and

unified command is still a cauldron of personality clashes. As a result, significant misunderstandings have occurred and status information and documentation are sometimes incomplete or confusing.

The numbers of injured and dead victims have overwhelmed the Medical Center and the smaller hospital; some patients need to be transported to Kingsport or Bristol. The morgue is going to be short of body bags.

Through investigative reporting techniques and gathering information from the public, the media have tentatively identified some of the alleged members of The Swordmen of El Shaddai and reported (and misreported) information. The media also has released names of some victims without authorization. Rumor monitoring and dealing with the media have worn out the Public Information Officer and some volunteers, but briefings need to occur first thing the next morning and throughout the day. The briefings will now include the mayor, the police chief, and other representatives from federal and state law enforcement.

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