



Center for Domestic Preparedness

Law Enforcement Protective Measures for CBRNE Incidents



FEMA



The U.S. Department of Homeland Security is responsible for enhancing the capabilities of jurisdictions to prevent, deter, respond to, and recover from all-hazards incidents. A part of this mission is to increase these jurisdictional abilities by providing training opportunities.

The Center for Domestic Preparedness (CDP), a federal training facility located in Anniston, Alabama, is dedicated to the mission of training and preparing America's emergency responders by offering programs that are nationally recognized for providing progressive training that enhances the capability of the emergency response community.

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Law Enforcement Protective Measures for CBRNE Incidents PER-264

Instructor Guide

Module 1 Identification of Terrorist and Extremist Behavior

Number: Module 1

Title: Identification of Terrorist and Extremist Behavior

Total Time: 1 hour

Instructional Methods

Method	Time	Instructor-to-Student Ratio
Lecture	50 minutes	1:40
Guided Discussion	10 minutes	1:40

Media/Technology: Multimedia presentation

INTRODUCTION

LECTURE

5 minutes

1:40

Media 1

1. Gain Student Attention. Rob Chapman and Matthew C. Scheider, senior analysts at the Office of Community Oriented Policing Services (COPS), suggest that community policing could play an integral role in homeland security. They contend that by applying the principles of organizational change, problem solving, and external partnerships, community policing can help police to prepare for and prevent terrorist acts, and respond to the fear such threats engender. Community policing helps to build trust between the community and law enforcement, which allows officers to develop knowledge of the community and resident activity and can provide vital intelligence relating to potential terrorist actions. Local law enforcement can facilitate information gathering among ethnic or religious community groups with whom police have established a relationship. It will generally be citizens who observe the unusual—groups of men living in apartments or motels, or unusual behavior at flight schools—in their own community, and could be expected to report such observations to the local police. Problem-solving models typically used in community policing are well-suited for preventing and responding to possible terrorist activity. Using existing data sources, agencies can conduct target vulnerability assessments and develop risk-management and crisis plans (Chapman & Scheider, 2002).

2. Provide an Overview of the Module. Good morning/afternoon. My name is _____ and the title of this module is “Identification of Terrorist and Extremist Behavior.” In this module, we’ll define terrorism and extremism, discuss international and domestic terrorism, review terrorist and extremist trends and indicators, provide an overview of threat and hazard identification, and review community-based policing as it applies to terrorism and extremism.

Instructor Note. Refer students to the learning objectives in their student guide. Explain the learning objectives to the students. Ask questions to ensure students comprehend what is to be learned, as appropriate.

3. Explain the Learning Objectives

a. Terminal Learning Objective. Given a situation, assess terrorist and extremist actions in accordance with *The Domestic Terrorist Threat: Background and Issues for Congress and Community Preparedness Guide 201: Threat and Hazard Identification and Risk Assessment Guide*. (LE-0009)

b. Enabling Learning Objectives

- (1) Given a requirement, define terrorism and extremism in accordance with *Counterterrorism Analytical Lexicon*. (LE-0009a)
- (2) Given a requirement, identify terrorist and extremist trends in accordance with *The Domestic Terrorist Threat: Background and Issues for Congress and Country Reports on Terrorism 2011*. (LE-0009b)
- (3) Given a situation, identify indicators of terrorist and extremist activity in accordance with *8 Signs of Terrorism*. (LE-0009c)
- (4) Given a situation, identify threats and hazards in accordance with *Community Preparedness Guide 201: Threat and Hazard Identification and Risk Assessment Guide*. (LE-0009d)
- (5) Given a situation, identify community-based policing techniques for the prevention of terrorism and extremism in accordance with *Policing Terrorism: An Executive's Guide*. (LE-0009e)

4. Provide an Assessment of the Risk: Low. This module involves classroom activities requiring little or no exertion. Minimal risk exists for injury to personnel or damage to equipment or systems.

5. Explain the Safety Precautions: None

6. Describe the Method of Student Assessment. The learning objectives for this lesson will be assessed during the Post-Test. To achieve the objectives, you must receive a score of 70% or higher on the examination.

TRANSITION. Ensure students comprehend what is to be learned and/or performed, the safety precautions, and how they will be evaluated. When achieved, introduce the first learning activity.

BODY

LECTURE

15 minutes

1:40

Media 2

1. Terrorism and Extremism Defined. Terrorism is the unlawful use or threat of violence in furtherance of political, religious, ideological or social goals that are intended to evoke fear, intimidate, or coerce a civilian population or any segmented thereof; influence the policy of a government by intimidation or coercion (U.S. Department of Justice [DOJ], Federal Bureau of Investigation [FBI], n.d.). Violent Extremism is any ideology that encourages, endorses,

condones, justifies, or supports the commission of a violent act or crime against the United States, its government, citizens, or allies in order to achieve political, social, or economic changes, or against individuals or groups who hold contrary opinions (DOJ, FBI, n.d.).

2. International Terrorism and Extremism

- a. Increasingly, international terrorism is recognized as a threat to the United States because of terrorists' avowed goal of overthrowing secular or Western-allied regimes in certain countries with large domestic security, both timing and target selection by terrorists can affect U.S. interests in areas ranging from preservation of commerce, to nuclear nonproliferation, to the Middle East peace process. Such groups are seen as a particular threat to U.S. foreign policy objectives (Perl, 2007).
- b. International terrorist groups occur primarily outside the territorial jurisdiction of the United States (Crimes and Criminal Procedures, 18 *United States Code* [U.S.C.] § 2331, 2012).
- c. Formal international terrorist organizations continue to pose a domestic terrorist threat (U.S. Department of State, 2011). A few examples of such terrorist groups include the following:

Media 3

(1) Al-Qaeda

- (a) Since 1980, has financed, recruited, transported, and trained Sunni Islam extremists for the Afghan resistance.
- (b) Became a direct threat to the United States in 1998 in a series of showdowns between the United States and Iraq over United Nations weapons inspections.
- (c) To date, responsible for the worst terrorist attacks in American history (September 11, 2001 attacks). The terrorist attacks on September 11, 2001 resulted in the collapse of the World Trade Center towers, significant damage to the Pentagon the downing of United Flight 93 and more than 2,800 deaths.
- (d) Still in existence today and has a number of regional affiliates (U.S. Department of State, 2011).

Media 4

(2) The Islamic State (ISIS)

- (a) An offshoot of al-Qaeda in 2000s
- (b) A formidable and highly adaptable adversary with extensive propaganda capability, disseminating media content on multiple online platforms.
- (c) Has seized large amounts of territory in Iraq and Syria, which uses for safe haven, training, command and control and from which they can launch attacks.
- (d) ISIS is extremely dangerous organization with the elements of a terrorist organization and an army (Johnson, 2014).

Media 5

(3) Lashkar-e-Taiba

- (a) Formed in the 1980s
- (b) Financed, recruited, transported, and trained Sunni Islam extremists for the Afghan resistance.
- (c) A formidable and highly adaptable adversary with genuine global reach, the most dangerous terrorist group operating in South Asia today, after Al-Qaeda.
- (d) Possesses growing capabilities and enjoys relatively robust sanctuary in Pakistan.
- (e) Tends to forge coalitions with like-minded groups such as Al-Qaeda.
- (f) Still in existence today - a large and proficient militant group (U.S. Department of State, 2011).

Media 6

(3) Hezbollah

- (a) Closely allied with Iran and supports them with funds and arms.
- (b) Has carried out numerous anti-U.S. attacks overseas.
- (c) Involved in a 33-day military conflict in Lebanon and northern Israel, known as the Summer War of 2006.
- (d) Transformed itself from a militant group to the preeminent political and military force in Lebanon (U.S. Department of State, 2011).

3. Domestic Terrorism and Extremism

Media 7

- a. Many people believe that the majority of terrorists in the United States come from the Middle East and are radical Muslims. The fact is the majority of terrorists are home-grown, originating with American citizens with extreme left- or right-wing views.
 - (1) Homegrown extremists are a significant concern. A homegrown violent extremist is a person who rejects the cultural values, beliefs, and environment of the United States and intends to commit terrorism inside the United States without direct support from a foreign organization. Homegrown terrorists are harder to detect, easily able to connect with other extremists and in some instances highly capable operationally. (*Protecting the Nation in Today's Complex Threat Environment*, 2013).
 - (2) Lone terrorists "commit terrorist acts alone, and without the witting support from others." In 2012, numerous acts of terrorism and violence were committed by lone offenders (*The Domestic Terrorism Threat*, 2012).

Media 8

- (a) In 2011, a 26-year-old man was arrested for planning to destroy the Pentagon and U.S. Capitol using large remote controlled aircraft filled with explosives (U.S. Attorney's Office, 2011a).
 - (b) In 2011, four members of a militia in Georgia were arrested for planning to acquire explosives, silencer and to manufacture a biological toxin to use against various U.S. government targets (U.S. Attorney's Office, 2011b).
 - (c) In 2012, the FBI dismantled an anarchist extremist cell in Cleveland, Ohio who planned to blow up a bridge in that city (*The Domestic Terrorism Threat*, 2012).
 - (d) In 2012, there were multiple lone-offender shootings: a movie theater in Aurora, Colorado; a Sikh temple in Oak Creek, Wisconsin; Family Research Council headquarters in Washington, DC; and Sandy Hook Elementary School in Newtown, Connecticut (*The Domestic Terrorism Threat*, 2012).
- (3) Domestic extremists are likely to continue to pose a persistent threat involving smaller-scale bombings and assaults (*The Domestic Terrorism Threat*, 2012). According to the FBI, extremist types, within the U.S. include the following:

Media 9

- (a) Animal Rights Extremists and Environmental Extremists—The term "animal rights extremism" covers criminal acts committed in the name of animal rights.
- (b) Environmental extremism—Most often referred to as "Eco-terrorism"-includes criminal acts committed in the name of the environment.
- (c) Anarchist Extremists—Believe that individual autonomy and collective equality are fundamental and necessary for a functional, civilized society. [Anarchism] They resist the existing hierarchical structure of society that gives some people authority and control over others.
- (d) White Supremacist Extremists—The term "white supremacist extremism" (WSE) describes people or groups who commit criminal acts in the name of white supremacist ideology.
- (e) Anti-Government Extremists—Believe that even though they physically reside in this country, they are separate or 'sovereign' from the United States. The law enforcement agency noted such citizens believe they don't have to answer to any government authority, including courts, taxing entities, motor vehicle departments or police
- (f) Jewish Defense League—protectionist of Jewish peoples
- (g) Black Separatist Extremists—a movement to create separate institutions for black people in societies historically dominated by whites particularly in the United States.

- (h) Anti-Abortion Extremists—The vast majority of anti-abortion activists engage in constitutionally protected activity. However, anti-abortion extremism involves crime committed in the name of the anti-abortion movement.

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(4) Examples of Domestic Terrorism and Extremism

- (a) On March 29, 2010, nine members of an extremist group were charged in Michigan with seditious conspiracy and attempted use of weapons of mass destruction in an alleged plot to attack law officers and rise up against the government. They tried to use bombs to attack a caravan of a funeral procession. Fortunately, the FBI and Michigan State Police intervened before their plot could be carried out (FBI, 2011).
- (b) 2012, Daniel Andreas San Diego made the FBI's "Most Wanted Terrorists" watch list in 2009. Listed as "armed and dangerous," with a \$250,000 price on his head, the Berkeley, California, native is only the second U.S. citizen to make this particular FBI list. San Diego is an animal rights zealot. He is under federal indictment for allegedly igniting explosive devices outside two Northern California firms—biotechnology giant Chiron and homecare-product manufacturer Shaklee—in 2003. The FBI says a potentially deadly second explosive at Shaklee, strapped with nails was likely targeted at first responders, was defused (Russell, 2012).
- (c) 2013, the alleged Boston Marathon bombers, April 15, 2013, Tamerlan Tsarnaev, 26, and his 19-year-old brother, Dzhokhar, apparently came to identify closely with the cause of radical Islam, but that is not the whole story. These marathon terrorists were more like rampage killers who enter a school, cinema, or shopping mall and indiscriminately target anything that moves. Their motive for planting explosives near the finish line of the marathon seemed to be revenge. They apparently blamed the United States for wars in Afghanistan and Iraq, but they also seemed to blame everybody but themselves for their personal miseries (Levin, 2013).

GUIDED DISCUSSION

2 minutes

1:40

Instructor Note. Facilitate a guided discussion using the open-ended questions below. Probe the class, as necessary, to leverage their experiences and reinforce lesson objectives.

b. Guided Discussion Question

- (1) What known terrorist or extremist groups may operate in your local jurisdiction?
- (2) What terrorist or extremist incidents have occurred in your jurisdictions?
- (3) How have these incidents affected policing in your jurisdiction?

TRANSITION. Before we move on, does anyone have any questions concerning anything that we have covered to this point? Next, we will discuss terrorist and extremist trends.

4. Terrorist and Extremist Trends

Media 11

a. International Terrorist and Extremist Trends. Formal international terrorist organizations have their own infrastructures, financial arrangements, and training facilities such as The Islamic State (ISIS), Al-Qaeda, Lashkar, and Hezbollah and continue to plan and mount domestic and international terrorist campaigns (U.S. Department of State, 2011). Three trends include the following:

- (1) The emergence of so-called "micro actors," spurred in part by U.S. and allied successes in isolating and killing much of Al Qaeda's leadership. The result is Al Qaeda is perceived as having a more subdued operational role, but assuming more of an ideological, motivational, and propaganda role.
- (2) A trend toward "sophistication" (i.e., terrorists exploiting the global interchange of information, finance, and ideas to their benefit, often through the Internet).
- (3) A growing overlap between terrorist activity and international crime, which may expose the terrorists to a broad range of law enforcement activities (Perl, 2007).

Media 12

b. Domestic Terrorist Trends. A 2013 Congressional Research Service report (focused on domestic terrorism) discusses five current trends or issues.

- (1) **The Level of Activity-Domestic.** Terrorist have been responsible for more than two-dozen incidents since September 11, 2001 and the number of anti-government extremists has grown significantly since then.
- (2) **Use of Nontraditional Tactics.** A large number of domestic terrorists do not necessarily use tactics such as suicide bombings or airplane hijackings. They have been known to engage in activities such as vandalism, arson, shootings, trespassing, and tax fraud, to achieve their goals.
- (3) **Exploitation of the Internet.** Domestic terrorists—much like their jihadist analogues—are often Internet savvy and use the medium as a resource for their operations.
- (4) **Decentralized Nature of the Threat.** Many domestic terrorists rely on the concept of leaderless resistance. This involves two levels of activity. Operationally, militant, underground, idealist cells or individuals engage in illegal activity without traditional leadership. On the above-ground public face, (the "political wing") focused on propaganda and the dissemination of ideology—engaging in protected speech.
- (5) **Prison Radicalization.** Prison has been a place where terrorist thinking can bloom. Some prison gangs delve into radical or extremist ideologies that motivate domestic terrorists. However, even for gangs exhibiting these ideological dimensions, criminal enterprises such as drug trafficking—not radical beliefs—largely drive their activities (Bjelopera, 2013).

Instructor Note. Facilitate a guided discussion using the open-ended questions below. Probe the class, as necessary, to leverage their experiences and reinforce lesson objectives.

c. Guided Discussion Questions

- (1) What do you see as the most likely threat(s) in your jurisdiction?
- (2) What steps has your agency taken to prevent or mitigate terrorist or extremist activity?

LECTURE**8 minutes****1:40**

TRANSITION. We've discussed terrorist and extremist threats, current terrorism trends. Now let's discuss indicators of terrorist or extremist activity.

5. Indicators of Terrorist and Extremist Activity**Media 13**

a. Eight Signs of Terrorism. Because terrorist acts are rarely spontaneous, law enforcement should learn to identify the eight signs of terrorism in order to mitigate or respond to terrorist or extremist acts. According to the Counterterrorism Education Learning Lab (2012), there are eight signs of terrorism.

- (1) Surveillance—Attempts to monitor or record activities. For example, an individual observes the security measures outside a federal building or target facility to determine if those facilities or assets are secure.
- (2) Elicitation—Attempts to gain information through inquiries. For example, an individual sits next to an employee of a targeted organization and politely and slowly gets to know the employee through general questions, then after gaining trusts asks more specific questions about the organization.
- (3) Tests of Security—Attempts to measure reaction times by entering restricted areas. For example, three individuals try to enter into a secured nuclear facility in an attempt to determine how many minutes it takes for a certain presence of security to arrive, with the intention of entering a later time if they feel the security is not reacting sufficiently.
- (4) Funding
 - (a) Suspicious transactions involving large cash payments, deposits, withdrawals, or transfers of money
 - (b) Bulk cash smuggling
 - (c) Suspected financial fraud
 - (d) Sale of counterfeit goods

- (e) Misleading charities
- (5) Acquiring Supplies—Attempting to obtain explosives, weapons, uniforms, badges, credentials, etc. For example, an individual or group enters a hospital to sneak out radiological material from a storage area.
- (6) Impersonation—Suspicious people who just do not belong or are attempting to assume another person's actual or false identity to gain access to a site, information, etc. For example, an individual calls an employee of a sensitive facility impersonating someone from a government regulatory agency in order to gain security information or a person without the proper credentials uses a back story when stopped trying to gain access to a secure area.
- (7) Rehearsal—Practicing to work out flaws and unanticipated problems. For example, a terrorist drives to a mall, simulates planting explosive devices at entry points and leaves the area within a given timeframe to see if they can bypass security cameras and exit without being apprehended by law enforcement.
- (8) Deployment—Positioning assets. For example, a team of terrorist drive to predetermined locations placing explosives, get-away vehicles, changes of clothing, and other supplies to conduct a terrorist attack.

GUIDED DISCUSSION

3 minutes

1:40

Media 14

Instructor Note. Based upon time available at this point in the lesson, presentation of the video illustrating the eight signs of terrorism and the associated guided discussion is optional. The video is approximately 3 minutes in length and the guided discussion is an additional 2 minutes. If the video is presented, after its conclusion conduct a guided discussion using the questions below.

Guided Discussion Questions

- (1) Which signs of terrorism can be identified in the video?

Anticipated response. Impersonation and Surveillance. The individuals in the video were suspicious and did not belong. Also, they were taking video of the facilities in an unusual manner.

- (2) What critical infrastructure do the suspects seem to be targeting?

Anticipated response. The individuals in the video are targeting an oil refinery.

- (3) What critical infrastructure or venues in your area might be a potential target for terrorists or extremists?

Some anticipated responses may include:

Oil refineries

Oil pipelines

Gas stations

Water treatment facilities

Post offices

Sporting events

Nuclear facilities

Power sub-stations

Churches

LECTURE

9 minutes

1:40

TRANSITION. Are there any questions at this point in the lesson? Next we will discuss threat and hazard identification.

Media 15

6. Threat and Hazard Identification

- a. Targets are selected by terrorist organizations to generate fear, to have social impact, for political change, and to cause financial chaos (Federal Emergency Management Agency, 2011).

Media 16

- b. **National Infrastructure Protection Plan.** Revised in 2013 to reflect the evolution in the “critical infrastructure risk, policy, and operating environments, as well as experience gained and lessons learned since...2009” (U.S. Department of Homeland Security [DHS], 2013, p. 1).
 - (1) A comprehensive risk management framework that defines critical infrastructure, protection roles, and responsibilities of Federal, state, local, tribal, territorial, and private sector partners.
 - (2) Defines vulnerability as “the physical feature or operational attribute that renders an entity open to exploitation or susceptible to a given hazard” (DHS, 2013, p. 33). In calculating the risk of an intentional hazard, a common measure of vulnerability is the likelihood that an attack is successful, given that it is attempted.
 - (3) Protecting and ensuring resiliency of United States' critical infrastructure and key resources are essential. Critical infrastructure are the assets, systems, and networks, whether physical or virtual, so vital to the United States that their incapacitation or destruction would have a debilitating effect on security, national economic security, national public health or safety, or any combination thereof.

- (4) Developing an effective strategy for critical infrastructure and key resources protection requires a clear understanding of potential threats.

Media 17

- (5) A convenient resource that you may find helpful is the DHS Daily Open Source Infrastructure Report.
 - (a) It is a non-commercial publication intended to educate and inform personnel engaged in infrastructure protection.
 - (b) It is a daily, Monday through Friday, summary of open-source published information concerning significant critical infrastructure issues.
 - (c) It is available on the web at <http://www.dhs.gov/dhs-daily-open-source-infrastructure-report>.

Media 18

- c. Threat and Hazard Identification and Risk Assessment (THIRA).** It is important that every community understands and identifies the risks it may face. By understanding the risks, it allows the community to make informed decisions to manage risk, as well as develop needed capabilities. THIRA is a tool that allows a jurisdiction to understand its threats and hazards and how the impacts may vary according to time of occurrence, season, location, and other community factors.
 - (1) This knowledge helps a jurisdiction establish informed and defensible capability targets. The THIRA is intended to inform the whole community about its risks and capabilities needed to address those risks (DHS, 2012).

Media 19

- (2) The THIRA (DHS, 2012) process consists of the following five basic steps:
 - (a) Step 1: Identify the Threats and Hazards of Concern. Based on past experience, forecasting, expert judgment, and available resources; identify a list of the threats and hazards of concern to the community.
 - (b) Step 2: Give Threats and Hazards Context. Using the list of threats and hazards, develop context that shows how those threats and hazards may affect the community.
 - (c) Step 3: Examine the Core Capabilities. Using the threat and hazard context, identify impacts to the community through the lens of the core capabilities described in the Goal.
 - (d) Step 4: Set Capability Targets. Looking across the estimated impacts to the community, in the context of each core capability and coupled with a jurisdiction's desired outcomes, set capability targets.

- (e) Step 5: Apply the Results. Plan for the ability to deliver the targeted level of capability with either community assets or through mutual aid, identify mitigation opportunities, and drive preparedness activities.

Media 20

d. Community-Based Policing. Community-based policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime. (DOJ, Community Oriented Policing Services, n.d.)

- (1) Community-based policing is a critical component of identifying threats and preventing them before they occur. It is identified by the President as a critical element in his national plan to combat violent extremism (Obama, 2011).

GUIDED DISCUSSION

3 minutes

1:40

Instructor Note. Facilitate a guided discussion using the open-ended questions below. Probe the class, as necessary, to leverage their experiences and reinforce lesson objectives.

(2) Guided Discussion

- (a) How have community-based policing initiatives been employed in your jurisdiction?
- (b) What types of community partnerships have been established to mitigate extremism in your jurisdiction?
- (c) What problem-solving mechanisms are used in your jurisdiction? How is information collected to enable problem solving?
- (d) How have these initiatives aided in the deterrence or prevention of extremist actions or behavior in your jurisdiction?

SUMMARY

LECTURE

3 minutes

1:40

Media 21

Summary. In this module, we defined terrorism and extremism; discussed international and domestic terrorism; reviewed terrorist and extremist trends and indicators of terrorism; discussed the eight signs of terrorism; and reviewed means to identify threats and hazards to the community. Are there any questions about what has been covered in this lesson?

Instructor Note. Provide students with instructions on what to do and when and where to be in preparation for the next scheduled activity.

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