

# **TEAM NORFOLK**

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## **Emergency Operations &**

## **Resilience Framework**

### **Hazard-Specific Annex**

### **Active Threat**

**October 11, 2022**

# Team Norfolk Emergency Operations & Resilience Framework

## *Hazard-Specific Annex: Active Threat*

October 11, 2022

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**STOP!** Before you read this Hazard-Specific Annex, be sure you are aware of all that is written in the Framework's BASIC PLAN and your respective Emergency Support Function (ESF) Annex(es). The Basic Plan is the foundational document on which all annexes are built and explains strategies for Command and Control, Situational Awareness, Resource Requests, Communications and more. Your ESF Annex lists partner agencies, roles and responsibilities, available resources and other critical information.

### Purpose and Scope

The purpose of this Hazard-Specific Annex is to provide an organizational framework and response capability with which the city and its partners can respond to an active threat scenario, either individual or multiple coordinated attacks. It is designed to not only meet the legal mandates outlined by State and local code in the areas of emergency services and emergency management, but to do so with unity of effort among all participating agencies.

### Terms and Acronyms

**Active Threat:** An individual actively engaged in killing or attempting to kill people in a confined and Populated area; in most cases, they use firearm(s) and there is no pattern or method to their selection of victims.

**Active Threat Response:** The initial deployment of immediately available law enforcement resources in an effort to minimize further casualties and serious injuries to citizens.

**Multiple Casualty Incident:** Incidents involving multiple victims that can be managed, with heightened response (including mutual aid, if necessary), by a single EMS agency or system. Multi-casualty incidents typically do not overwhelm the hospital capabilities of a jurisdiction and/or region, but may exceed the capabilities of one or more hospitals within a locality. There is usually a short, intense peak demand for health and medical services, unlike the sustained demand for these services typical of mass casualty incidents.

**Mass Casualty Incident:** Incidents resulting from man-made or natural causes resulting in injuries or illnesses that exceed or overwhelm the EMS and hospital capabilities of a locality, jurisdiction or region. A mass casualty incident is likely to impose a sustained demand for health and medical services rather than a short, intense peak demand for these services typical of multiple casualty incidents.

**Terrorist Threat:** A terrorist threat is considered **imminent** if intelligence or operational information warns of a credible, specific, and impending terrorist threat or ongoing attack against the United States that is sufficiently specific and credible to recommend implementation of additional measures to thwart an attack.

## Situation

An active threat is an individual actively engaged in killing or attempting to kill people in a confined and populated area(s) using firearms(s), explosives or other weapons. At times there is no pattern or method to their selection of victims. Some active threat situations can be unpredictable and evolve quickly. Typically, the immediate deployment of law enforcement is required to stop the shooting and mitigate harm to victims. Incidentally, plans for complex coordinated attacks have been developed for the Hampton Roads region and exercised on multiple occasions.

Because active *shooter* situations are often over within 10 to 15 minutes, before law enforcement arrives on the scene, individuals must be prepared both mentally and physically to deal with an active shooter situation. Incidents such as explosive devices can take much longer to resolve and recover and are addressed in a separate annex.

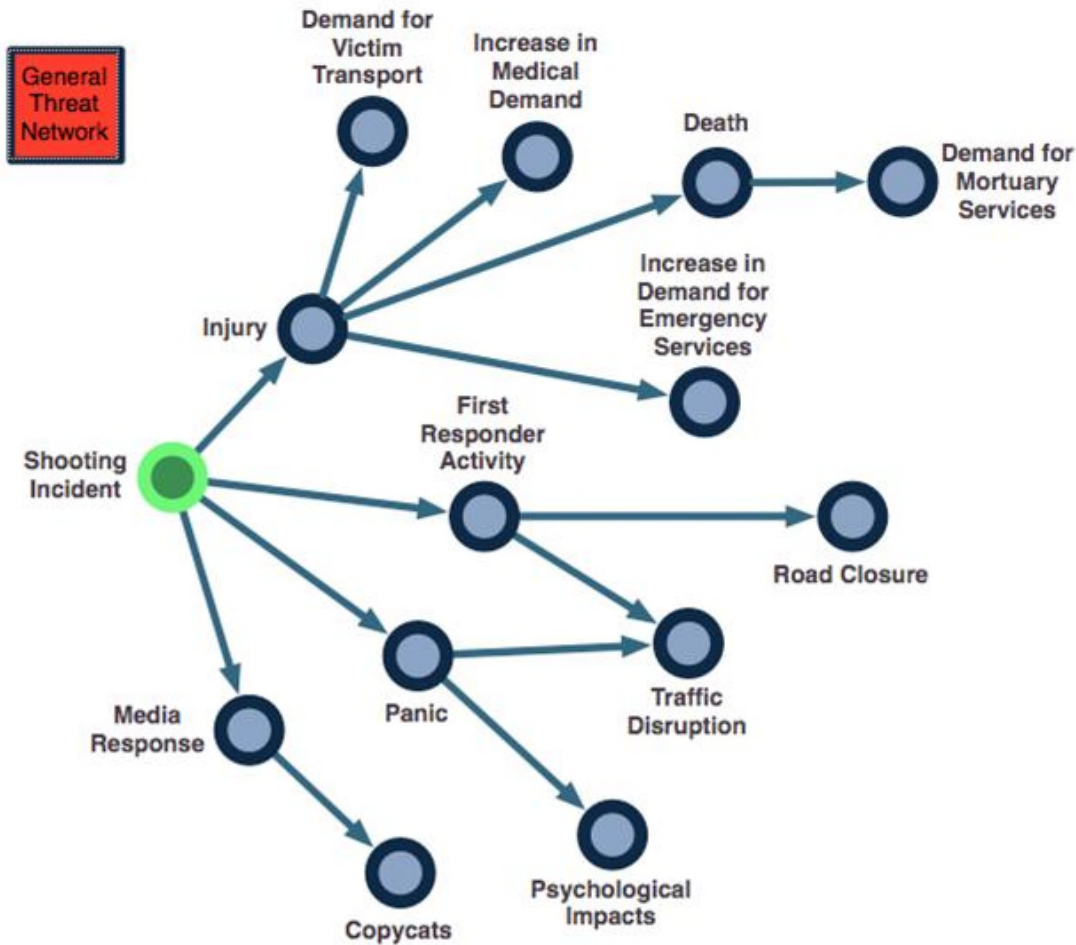
During the initial response, the first officers to arrive to the scene will not stop to help injured persons. Expect rescue teams comprised of additional officers and emergency medical personnel to follow the initial officers. These rescue teams will treat and remove any injured persons. They may also call upon able-bodied individuals to assist in removing the wounded from the premises.



First responders arriving on scene must be cognizant of a secondary incident, a second shooter or second detonation designed to inflict additional casualties among response personnel. Moreover, response personnel must also suspect one or more of the victims of the incident could actually be the perpetrator(s).

Those patients first to arrive at medical facilities will likely be the “walking wounded,” thus receiving the treatment and resources necessary for the critically injured later brought by ambulance.

## SHOOTER HAZARD NETWORK



### Vulnerability Assessment

Much of the city's and nation's infrastructure are considered "soft" targets. Higher education institutions as well as businesses have a tendency to be open environments, by design, to help facilitate learning and information sharing and also attract customers respectively.

Columbine, West Nickel Mines Amish School, Virginia Tech, Aurora, Colorado, Sandy Hook Elementary School (K-4) in Newtown, Connecticut and the May 31, 2019 mass shooting at the Virginia Beach Municipal Complex show these types of incidents – whether in a school, House of Worship, a mall or other - are no longer "unthinkable."

**It can happen anywhere. Norfolk is not immune; in fact, the area has been highlighted in terrorist publications as a high value target.**

## Assumptions

- Such high-visibility incidents will inundate 9-1-1.
- Notifications will be sent several minutes after the incident has begun.
- Multiple incidents will overwhelm first response agencies as well as local hospitals and clinics creating a major stressor region-wide for the provision of emergency medical care.
- Team Norfolk and its regional partners will use the National Incident Management System (NIMS) and the Incident Command Structure (ICS) to manage the incident.
- Team Norfolk and the region will mobilize resources and personnel as required by the situation.
- There will be immediate and intense local and national media attention.
- Elected and appointed officials will want to show their support for the community and response / recovery efforts.

## Concept of Operations

### General

Norfolk Police Department assumes immediate command of the incident. Initial response focuses on quelling the threat. Once the scene is rendered safe, emergency medical rescue occurs while simultaneously protecting the crime scene.

Incident Command would be established at the scene, or if necessary, area commands would be established for multiple incidents dispersed geographically. In this latter instance, a regional command may be considered. Regardless, the Norfolk Emergency Operations Center would be activated to provide policy, planning, logistical and joint information support.

### Direction and Control

#### Incident Priorities:

- **Prevent any further loss of life or significant injury (Life Safety)**
- **Stabilize the incident(s) to prevent worsening conditions (Scene Stabilization)**
- **Prevent any further loss to property, and to protect the environment (Property Conservation)**

Direction and control will be coordinated by the on-scene Incident Command with support by the Emergency Operations Center.

**The first officers to arrive to the scene will not stop to help injured persons. Until the suspect is identified, all witnesses will be handled as potential suspects and will be identified and questioned.**

Once the threat no longer exists, search and rescue, medical response and the investigation ensues from an operational perspective. Law enforcement will continue to secure / protect the scene integrity and collect evidence while Norfolk Fire-Rescue continues its medical response. Family reunification efforts will also take place simultaneously.

**Mass Casualty Incident Management Goals:**

- **Do the greatest good for the greatest number of victims/patients**
- **Manage scarce resources**
- **Do not relocate the incident**

The Four Levels of MCI are as follows:

- MCI Level 1: 3-10 Immediate / Red Tagged Victims
- MCI Level 2: 11-20 Immediate / Red Tagged Victims
- MCI Level 3: 21-100 Immediate / Red Tagged Victims
- MCI Level 4: 101-1000 Immediate / Red Tagged Victims

*See 2017 Hampton Roads Mass Casualty Plan (p. 1-4, 1-11+) for more details.*



A local declaration allows emergency medical personnel to expedite the way they can triage and transport victims / patients. A local emergency declaration is also a requirement for requests of the VEOC.

If there are fatalities, the Office of the Chief Medical Examiner (OCME) will then assume command in accordance with Code of Virginia § 32.1-277 to 32.1-288.



Once incident(s) is determined to be terrorism-related, the Federal Bureau of Investigations (FBI) assumes lead of the investigation and the National Response Framework applies (included in Appendices).

***Situational Awareness***

An incident will be created in Team Norfolk’s Homeland Security Information Network (HSIN) site which will be utilized to provide appropriate situational awareness, facilitate information sharing and otherwise document the incident.

**Homeland Security Information Network (HSIN) – account required**

<https://share.dhs.gov/norfolkeoc>

Program to help facilitate the sharing of Sensitive But Unclassified information by the Virginia Fusion Center and other local, state and federal agencies.

**Virginia Fusion Center U/FOUO email products – must be registered with the VFC.**

**IP Gateway – account and PClI required**

<https://www.dhs.gov/ipgateway>

A Special Event and Domestic Incident Tracker, IP Gateway is a tool which enables the user to quantify risk factors rather than a predictive analytic program, thus helping to prioritize protective measures by scoring all facilities on their risk.

**TRIPwire – account required**

<https://tripwire.dhs.gov/>

Online resource that collects, analyzes and disseminates information on global explosives-related incidents, terrorist tactics, techniques and procedures, and related protective measures.

**Virginia Healthcare Alerting and Status System (VHASS) – account required**

<https://www.vhha-mci.org/>

VHASS is a real-time internet-based hospital emergency management website used to enter and display hospital operating status, diversion status and bed capacity information. The Eastern Virginia Healthcare Coalition (EVHC) is available to assist with the monitoring of VHASS and coordination among healthcare facilities.

***Alert and warning***

Once 911 is notified of an incident, Norfolk Emergency Preparedness and Response will initiate notifications to:

- Response agencies
- The area of the incident using PAWS/CMAS with information about the warning and protective actions to be taken.
- The Policy Group.

Norfolk PD to utilize Norfolk Alert to prevent officers from self-dispatching to scene.

If a school (K-12 or Higher Education) is impacted, the school will alert parents and students utilizing their alert system.



Note: Because of the active investigation, all messaging must be coordinated with Norfolk Police

### *Operational Periods and Situation Reports*

Operational Periods are explained on page 33 of the Basic and Administrative Plan. For this incident type, Operational periods will be determined by the on-scene Incident Command or the EOC Director once the incident has transitioned from immediate response to recovery.

### *How the request for resources will be met;*

The process for requesting resources is outlined on page 37 of the Basic and Administrative Plan. Resource requests will be made by the on-scene command and supported by the EOC Logistics Section.

In the event an incident exceeds local emergency response capabilities, outside assistance is available either through mutual support agreements with nearby localities and volunteer emergency organizations or through the Virginia Emergency Operations Center (VEOC). **A local emergency must be declared and local resources must be fully committed before state and federal assistance is requested.**



The On-Scene and EOC Logistics Chiefs will document all respective incident-related costs.

## **Organization**

For localized incidents, On-Scene Command will be established by Norfolk Police.

With the formal adoption of NIMS and ICS, and the ESF approach to disaster planning, the Norfolk Emergency Operations Center utilizes an ICS / ESF hybrid in direct support to the On-Scene Command for the incident.

If there are multiple incidents, and incidents crossing political boundaries, area commands, unified command and/or a virtual regional EOC may be implemented.



## Roles and Responsibilities (beyond those listed in the Basic Plan)

### EVERYONE

1. Complete Free FEMA Training: IS-907: Active Shooter: What You Can Do  
<https://training.fema.gov/is/courseoverview.aspx?code=IS-907>

### IMPACTED FACILITY

1. Report suspicious activity to 911; See Something, Say Something.
2. **DO NOT INITIATE FIRE ALARM DURING INCIDENT.**
3. Designate a Liaison (organizational representative with decision-making authority) to the Incident Command and later the Emergency Operations Center
4. Coordinate all messaging (including social media) through the Incident Command or Joint Information Center (JIC)
5. Maintain accountability for those in your organization.
6. Be prepared to coordinate Family Assistance / Reunification strategy.
7. Make requests for resources through the Incident Command, or if directed, the Norfolk Emergency Operations Center.

### BYSTANDERS

1. **You are the help until help arrives!** Be trained and current in CPR, Stop The Bleed and register/participate in PulsePoint.
2. Monitor the WAZE app for road closure information.

### FRIENDS AND LOVED ONES

1. Keep in mind the location of the incident will likely be a crime scene and inaccessible for a period of time. Expect to hear an announcement about location of a Family Reception / Assistance Center.

## Emergency Support Function 1 Transportation

### NPD Traffic Management

1. Coordinate with Norfolk Public Works Smart Traffic to cordon off road network to non-emergency vehicles.

### Public Works

1. Norfolk Public Works Smart Traffic to coordinate with Norfolk Police any necessary road closures, re-routing;
2. Contact Hampton Roads Transit and Virginia Department of Transportation to re-route as needed.
3. Work with GIS / JIC to update road closure information into WAZE application.

## Emergency Support Function 2    Communications

### Amateur Radio

1. Position amateur radio resources upon request to the scene(s), EOC and/or hospitals upon request.

### Communications Unit Leader (COML)

1. Ensures Incident Communication Plan is developed and followed.
2. Assign 800mHz radio to PIO's on-scene for communication with JIC.

### Emergency Communications Center / 911

1. Provides appropriate notifications of emergency threats and/or incidents to Emergency Management as well as agencies and community.
2. Assign Tactical Dispatcher to the incident.



Cellular systems may be so overwhelmed as to temporarily lose functionality. Backup resources may be necessary to facilitate communications between IC/UC and the EOC's.

## Emergency Support Function 4    Fire and Rescue

### Norfolk Fire-Rescue

1. As part of the IC/UC, determine the appropriate type of personal protective equipment (PPE)
2. Provides immediate emergency on-scene medical support and patient transport
3. Perform structural and damage assessment to buildings and affected infrastructure.

## Emergency Support Function 5    Emergency Management

### Emergency Preparedness and Response

1. Create an incident in HSIN
2. Recommend / request declaration of a local and state emergency.
3. Report incident the to the Virginia EOC.
4. Provides logistical support to the Incident Command from the Emergency Operations Center; dispatch emergency manager to the on-scene incident command to help facilitate communications and requests from the scene to the EOC.
5. Alert / Request State Regional Coordinator; contact Chesapeake and Virginia Beach Emergency Management Agencies for support.

6. Initiate a conference call with NPD, Human Services, OCME, Norfolk Commonwealth Attorney's Victim/Witness Assistance Program, DCJS State Victims Crisis Assistance and Response Program, Virginia Criminal Injury Compensation Fund, FBI Victim Assistance, and the American Red Cross.
7. If impacted facility is a State facility, request Family Assistance Center team from the Virginia EOC. (Governor must also make a state declaration; State is committed to having a FAC ready within 12 hours of request.



Remember the Virginia Radio Comms Cache!



An Incident Management Team may be requested through the EOC. Depending on the extent of the incident, an IMT may come from within Hampton Roads, Richmond, Northern Virginia or further.

## **Emergency Support Function 6    Mass Care, Housing & Human Services**

### **All ESF-6 Agencies: Review Family Reunification / Reception Center and Family Assistance Center Function Annexes**

#### **Human Services / Community Services Board**

1. Help identify any clients in the affected area.
2. Assist with temporary sheltering needs.
3. Coordinate victim individual assistance.
4. If appropriate, deploy Crisis Intervention Team.
5. Request assistance from Team Norfolk ESF-6 agencies, Chesapeake and/or Virginia Beach Human Services.
6. Implement and manage or assist with a Reception Center and Family Assistance Center; refer to Family Assistance Center Functional Annex.



If the impacted facility is a State facility, the State is responsible for the Family Assistance Center.

7. Prepare strategy to address long-term mental health issues.



Human Services and CSB are mandated to continue various day-to-day services to their clients; request for staff to relieve DHS and CSB staff to resume Reception Center or Family Assistance Center may be necessary.

### **Federal Bureau of Investigations (FBI) Victim Assistance**

1. Provide on-scene assistance to crime victims
2. Assist with assessing and triaging victims needs
3. As needed, refer victims for assistance with counseling, employment, housing, immigration, medical, and legal services
4. Accompanying FBI Special Agents to interviews to provide support to victims and/or to deliver death notification.
5. Act as a liaison between the victim(s) and the FBI throughout the course of the investigation to explain the criminal justice system, the investigation process, and/or the forensic identification process

### **American Red Cross / Norfolk Operation Brother's Keeper / Voluntary Organizations Active in Disaster (VOAD)**

1. Assist with grief and spiritual counseling to survivors and responders.



If feeding is needed, Operation Blessing, Salvation Army and Southern Baptist Convention are readily equipped. If shelter is needed where no facilities exist, if not a House of Worship through Operation Brother's Keeper, the Virginia Army National Guard has a Disaster Relief Beddown Set Team (DRBST).

## **Emergency Support Function 7    Logistics and Resource Support**

### **Emergency Management**

1. Provides logistical support to the incident command from the Emergency Operations Center.
2. Coordinate a regional approach to resource support and fulfillment with other impacted EOC's.



Virginia Army National Guard offers a Joint Reception, Staging, Onward Movement and Integration Package (JRSOIP). This mission, if accepted, may take time.

## **Emergency Support Function 8    Health and Medical**



The care of each patient may be documented solely on the Commonwealth of Virginia Triage Tag when the following section of Virginia EMS regulations has been met:

***12VAC5-31-560. Patient care records.***

*“The required minimum data set shall be submitted on a schedule established by the Office of EMS as authorized in §32.1-116.1 of the Code of Virginia. This requirement for data collection and submission shall not apply to patient care rendered during local emergencies declared by the locality’s government and states of emergency declared by the Governor. During such an incident, an approved triage tag shall be used to document patient care provided unless a standard patient care report is completed. (2017 HR Mass Casualty Response Guide, p. 2-14)*

#### **Eastern Virginia Healthcare Coalition**

1. Activate the Regional Hospital Coordination Center (RHCC) as necessary
2. Provide detailed information for any known persons with medical needs in the impacted area.
3. Support Reception Center and Family Assistance Center as necessary
4. Provide the SME guidance, both to the public, responders and investigators on precautions to take; how to stay safe; what to look out for; when to seek medical care; who will collect and how to collect and where to send samples; etc.

#### **Hampton Roads Metropolitan Medical Response Team (HRMMRST)**

1. Provide mass casualty support with medical triage and transport upon request. (Note: expected time to deploy and arrive on scene is 2 hours)
2. Supports public safety personnel with a professionally trained Critical Incident Stress Management (CISM) team which is on-call 24/7/365.

#### **Hospitals**

1. Coordinate with Norfolk Fire-Rescue and Regional Hospital Coordination Center / Eastern Virginia Healthcare Coalition
2. Keep VHASS current related to bed space availability.

#### **Norfolk Fire and Rescue**

1. Provide first medical response on scene, if appropriate declare a multiple/mass casualty incident thus activating the Hampton Roads Mass Casualty Incident Response plan for mobilizing resources.
2. Provide emergency medical services on scene; treat, transport and track injured persons.
3. Assign liaison with hospitals

#### **Office of the Chief Medical Examiner (OCME)**

1. Assume jurisdiction over all of the fatalities based upon the Code of Virginia § 32.1-277 to 32.1-288.
2. Informs local law enforcement, *and only local law enforcement*, the names of the deceased.

### **Regional Hospital Coordination Center (RHCC)**

1. Establishing the Coordinating Emergency Department providing a single point of contact between hospitals and the VDH Emergency Communications Center (ECC); Notifying Eastern hospitals that an event has occurred;



**Federal resources include** the National Disaster Medical System (NDMS), Disaster Medical Assistance Teams (DMAT), Disaster Mortuary Operational Response Teams (DMORT), FEMA Urban Search and Rescue Task Forces.



Depending on the incident and availability, Operation Blessing has a deployable asset for Medical Operations. Staged in Louisiana, it will take time to deploy.

### **Emergency Support Function 13 Public Safety and Security**



Unmanned aerial vehicle assets may be available upon request.

### **Norfolk Police Department**

1. Assumes command of incidents involving criminal activity
2. Establish security perimeter and perimeter control for all types of incidents
3. Establish and coordinate with EOC/Public Works a traffic plan and reroute traffic.
4. Provides security as needed for hospital, reception center, family assistance center and other critical infrastructure upon request or as situation dictates.
5. Provides Public Information Officer; coordinate information needs with on-scene emergency manager or PIO or the JIC.
6. Interviews witnesses
7. Initiate criminal investigation (if incident is linked to terrorism, FBI assumes the investigative lead).
8. Notify families of the deceased



Additional threats and/or reports from the public regarding suspicious persons, vehicles or events could further tax law enforcement throughout the region.



Norfolk Alert is a tool which can be used to send 'Be On The Look Out' (BOLO) information throughout sections or the entire community. This can also include pictures of suspect(s). Request to the EOC can make this happen.

### **Virginia State Police**

1. Virginia Fusion Center to send alerts / notifications to law enforcement and emergency management as situation warrants.
2. Provide support to local law enforcement
3. Will play a greater role if the affected site is a state facility.

### **U.S. Department of Homeland Security Protective Security Advisor (PSA)**

1. Assist IC / UC or EOC by engaging in security analysis of local infrastructure and other vulnerable assets.

### **Federal Bureau of Investigations (FBI)**

1. Share threat information with Joint Terrorism Task Force and Norfolk PD
2. ***If there is a link to terrorism, FBI is lead investigator***
3. Provide aid upon request; the assistance could come in the form of
  - a. SWAT if still an active scene,
  - b. Technical evidence collection,
  - c. Support to victims and/or to deliver death notification.
  - d. Act as a liaison between the victim(s) and the FBI throughout the course of the investigation to explain the criminal justice system, the investigation process, and/or the forensic identification process
  - e. CISM support for victim witness, services. First responders, etc.
4. Assist with search warrants on homes, questioning and interviews.

### **U.S. Coast Guard Sector Hampton Roads**

1. Send alert to Area Maritime Security Executive Committee (AMSEC) with any threat information.
2. ***Assumes command of maritime incidents***; implements Underwater Terrorism Preparedness Plan (UTPP) section of the Virginia Area Maritime Security Plan.



A maritime incident may very well result in a change to the MARSEC level, thus limiting or prohibiting marine traffic (i.e. commerce) into / out of the Chesapeake Bay.

### **U.S. Marshalls**

1. Provides immediate response if in Federal Courthouse.
2. Have resources available for responding law enforcement officers to assist with access and communications

## **Emergency Support Function 15 External Affairs**

**All ESF-15 Agencies: Review ESF-15 Annex and Crisis Communications Plan / Functional Annex**

### **Public Relations / Communications / Joint Information Center (JIC)**

1. Work with IC/UC to craft and deliver messages to the immediate area and outside the impact area.
2. Dispatch PIO to assist on-scene PIO with media control and communications to the JIC via 800MHz radio.
3. Coordinates with the response agencies PIO's for issuance of media releases and social media postings
4. Provides staff to support JIC operations
5. Monitor media traffic / stories and social media for accuracy and rumors.
6. Provides executive and legislation briefing information
7. Coordinates media, VIP visits and press conferences.
8. As needed, request support by Norfolk Cares Call Center and 2-1-1 Virginia as well as PIO's from Chesapeake and Virginia Beach to augment staff.



Ensure messages are sent in a way to reach all abilities – including the blind, the deaf and multilingual (coordinate with EOC for language line service)



Those who subscribe for Norfolk Alert can choose their preferred language for their alerts.

### **Norfolk Cares Call Center (757-664-6510)**

1. Activate upon request and serve as an answering point for incident-related questions.

### **2-1-1 Virginia**

1. In coordination with EVHC and the Norfolk JIC, augment Norfolk Cares Call Center as answering point.

### **Emergency Support Function 17 Volunteer & Donations Management**

1. Operation Brother's Keeper to assist with space for Reception Center and/or Family Assistance Center.
2. CERT and MRC to provide assistance to Reception Center and/or Family Assistance Center
3. CPAAN and Salvation Army to provide food and water to first responders.
4. Southeast Virginia and National VOAD have resources to assist with feeding (ala Virginia Tech experience) as well as Reception Center or Family Assistance Center daycare support and grief / emotional and spiritual counseling.



### **Salvation Army**

1. Coordinate / receive, manage and distribute financial donations upon request from the EOC.

### **Volunteer Hampton Roads**

1. Manage unaffiliated volunteers upon request

## **Emergency Support Function 18 Education (K-12 / Higher Education) /**

### **School Administration**

1. Coordinates with administrators on scene
2. Coordinates system response to incident
3. Coordinates student, staff, and/or parent information issues
4. Considers long term issues and impacts

### **School Facilities**

1. Responsible for building emergency plans
2. Responsible for the safety of students and staff
  - a. Coordinates supervision of students during emergency incidents, including transition to safe alternate location.
3. Provides access to pertinent school information
4. Coordinates with the Incident Commander and School Administration
5. Coordinates with school administration



The Jeanne Clery Act is a federal law that requires colleges and universities across the United States to disclose information about crime on and around their campuses.

## **Authorities**

Code of Virginia §44-146.18: Department of Emergency Services continued as Department of Emergency Management; administration and operational control; coordinator and other personnel; powers and duties.

Code of Virginia §23-9.2.9: Institutional crisis and emergency management plan; review required; annual functional exercise required.

Code of Virginia § 32.1-116.1: Prehospital patient care reporting procedure; trauma registry; confidentiality.

Code of Virginia §32.1-283A: Investigation of deaths; obtaining consent to removal of organs, etc.; fees.

Code of Virginia § 32.1-277 to 32.1-288.

(Federal) Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act (Clery Act)

## References

Buerger and Bueger, “Those Terrible First Few Minutes: Revisiting Active-Shooter Protocols for Schools” (FBI Law Enforcement Bulletin, September 2010/1)

Columbine Review Commission, May 2011

Department of Homeland Security Office for Bombing Prevention (DHS-OBP): Multi-Jurisdiction IED Security Plan – Norfolk, VA (2009)

FBI School Shootings Quick Reference Guide

FBI Office of Partnerships Active Shooter Incidents Resource Page

<https://www.fbi.gov/about-us/office-of-partner-engagement/active-shooter-incidents>

FEMA Full-Spectrum Risk Knowledgebase: Shooter Hazard Network

[https://riskknowledge.fema.gov/kb/index.php/Shooter\\_Hazard\\_Network](https://riskknowledge.fema.gov/kb/index.php/Shooter_Hazard_Network)

FEMA Learning Resource Center: Resource compilation - Active shooter incidents - fire service and EMS [http://www.lrc.fema.gov/path\\_mvi.html](http://www.lrc.fema.gov/path_mvi.html)

Hampton Roads Full-Scale Exercise (2011) After Action Report

Hampton Roads Mass Casualty Incident Response Guide (2009)

Norfolk Police Department Critical Incident Response Plan

Norfolk Public Schools Crisis Plan (Hostage / Armed Intruder, p. 18)

Norfolk State University Emergency Response Plan: Violent or Criminal Behavior, P. 17

Office of the Chief Medical Examiner Fatality Plan (Part 14-D-2).

Old Dominion University EOP, Violence on Campus (Functional Annex AN17, p. 104).

Ready.Gov: Active Shooter: <https://www.ready.gov/active-shooter>

Southeastern Virginia / Northeast North Carolina Multiple Improvised Explosive Devices Incident Annex (August, 2011)

Tidewater Community College Crisis and Emergency Management Plan (CEMP), Hostile Intruder/Active Shooter (Annex 8), p. F-8-1

U.S. Department of Education, "Action Guide for Emergency Management at Institutions of Higher Education (2009);

<http://www2.ed.gov/admins/lead/safety/emergencyplan/index.html>

U.S. Department of Education, "Handbook for Campus Safety and Security Reporting, The." (February 2011): <http://www2.ed.gov/admins/lead/safety/campus.html>

U.S. Department of Education, "Lessons Learned from School Crises and Emergencies: Responding To and Recovering From an Active Shooter Incident That Turns Into A Hostage Situation." (USDOE Emergency Response and Crisis Management Technical Assistance Center, Vol. 2, Issue 6, 2007)

U.S. Department of Homeland Security Active Shooter Preparedness Webpage

<http://www.dhs.gov/active-shooter-preparedness>

U.S. Department of Homeland Security, "Active Shooter: How to Respond" (October 2008).

U.S. Department of Homeland Security, "Active Shooter Pocket Guide".

U.S. Department of Homeland Security Active Shooter Preparedness

<http://www.dhs.gov/activeshooter>

U.S. Department of Justice: Responding to Victims of Terrorism and Mass Violence Crimes – Coordination and Collaboration Between American Red Cross Workers and Crime Victim Service Providers.

U.S. Fire Administration, "Fire / Emergency Medical Service Department Operational Considerations and Guide for Active Shooter and Mass Casualty Incidents (September 2013).

Virginia Department of Education: Emergency & Crisis Management

[http://www.doe.virginia.gov/support/safety\\_crisis\\_management/emergency\\_crisis\\_management/index.shtml](http://www.doe.virginia.gov/support/safety_crisis_management/emergency_crisis_management/index.shtml)

Virginia Tech: Report of the Review Panel (2007)

Virginia Tech: Mass Shootings at Virginia Tech; Addendum to the Report of the Review Panel (2009).

## Appendices

Incident Battle Rhythm  
FBI, School Shooter: A Quick Reference Guide

POSTURE	BATTLE RHYTHM		
T + 30 Min.	ALL	Track all incident-related expenses	
	IC/UC	LE and Fire-Rescue Response; establish on-scene Incident/Unified Command	
	IC/UC	Establish appropriate staging areas; security plan to screen resources; consider need for area command.	
	IC/UC	Safety Officer(s) advise the IC/UC on safety and security issues.	
	EOC	Send Alert to impacted area(s) providing protective actions.	
	EOC	Notify City Manager	
	EOC	Alert Emergency Operations Center / Team Norfolk;	
	EOC	Create incident in HSIN	
	EOC	Prepare Emergency Operations Center for Activation	
	EOC	Begin preparing EOC Incident Briefing; include forecasted weather conditions	
	EOC	If appropriate, declare Local Disaster	
	JIC	Acknowledge the incident; establish schedule of information briefings with sign interpreter	
	JIC	Begin tracking social media	
T + 1 Hour	IC/UC	Identify projected resource needs for the current operational period including those which can be arranged through mutual aid and those through local EOC.	
	EOC	Full activation with Planning Cell and JIC in place; operational periods established.	
	EOC	Establish and maintain operational picture	
	EOC	Notify VEOC of EOC activation status and level.	
	EOC	Schedule / conduct conference calls with Policy Cell and FRC/FAC partner agencies.	
	EOC	Assess with NPD and DHS PSA the need for expanded security to protect critical infrastructure which may be at risk of additional attack(s).	
	EOC/JIC	Dispatch personnel to IC/UC to assist with information flow and media organization.	
	JIC	Create incident FAQ's; coordinate info with Norfolk Cares and 2-1-1 Virginia	
T + 2 Hours		Send Norfolk Alert update message with update and info on IMPACT and 2-1-1 Messaging to include the following: <ul style="list-style-type: none"> <li>- <i>general description of incident</i></li> <li>- <i>locations of traffic disruptions / road closures</i></li> <li>- <i>alternate traffic routes</i></li> <li>- <i>areas public should avoid</i></li> <li>- <i>facilities now closed to public</i></li> <li>- <i>avoidance of calling 911 except emergencies</i></li> <li>- <i>locations of facilities for assistance</i></li> <li>- <i>how people can help</i></li> </ul> <p><b>All messaging to be reviewed and vetted by law enforcement for sensitive information which should not be released.</b></p>	
	IC/EOC	Assess response organizational structures to determine whether they are meeting the established incident objectives and make adjustments as needed.	
	EOC	Policy Group to consider municipal operating conditions	
	EOC	Coordinate / Conduct a conference call among affected localities / EOC's	
	EOC	If necessary, coordinate w/ NPS, Parks and Recreation, Red Cross and Brother's Keeper the potential of sheltering, placing shelter team(s) on stand-by	
	T + 3 Hours	IC	IC/UC continue to assess whether field operations are meeting the incident objectives
		IC	Expected all injured victims not requiring extrication have been triaged and dispatched to medical facilities.
		EOC	Notify and Coordinate w/ Team Norfolk Emergency Operations and begin planning for long-term operations involving multiple operational periods.
		EOC	A schedule of EOC briefings should be established.

	EOC	Planning for the next period should also include the type, kind, and number of resources that must be ordered to sustain continuity of field operations at the next shift change.
<b>T + 4 Hours &amp; Beyond</b>	IC	Continue to reassess ICS configuration with a view of demobilizing resources and commodities when possible; functions may be transferred from the IC/UC to EOC if not already.
	IC	Once the criminal investigations can demobilize at the incident site(s), a process should be in place to return the damaged locations to their owners,
	EOC	If not already, formalize and submit local Disaster Declaration to VEOC
<b>Recovery</b>	JIC	Information updates to both the media and the public, via traditional and social networking media, should continue until operations at the incident sites cease and the facilities are restored or, in the case of the schools, relocated.
	EOC	Conduct Recovery Operations Briefing; move to Immediate to Intermediate Recovery Plan
	EOC	Coordinate the opening of a Family Reception Center then Family Assistance Center as appropriate.
	EOC	If necessary, accommodate and support a Joint Field Office for Recovery Ops.
	EOC	Refer to the Short-Term to Intermediate Recovery Plan
	EOC	Determined when to modify EOC status and terminate local disaster declaration
	EOC	Determined when to terminate local emergency declaration
	EOC	Gather all appropriate records and expenditures on personnel, resources and commodities for eventual submission to state/.federal governments to begin reimbursement.
EOC	Conduct Hotwash and After-Action Discussions; develop Report with Improvement Plan	



# The School Shooter: A Quick Reference Guide

FBI Norfolk 757-455-0100



## REMEMBER

- There is not a “profile” of a school shooter—instead the students who carried out the attacks differed from one another in numerous ways.
- School shootings are rarely impulsive acts.
- They are typically thought out and planned in advance.
- Prior to most school shootings other students knew the shooting was going to occur but failed to notify an adult.
- Very few of the attackers ever directed threats to their targets before the attack.
- The most common goal was retribution. The justifications and excuses offered indicated this stemmed not from an absence of values but from a well-developed value system in which violence was acceptable.
- In many cases, other students were involved in the attack in some capacity.
- Many offenders experienced a significant personal loss in the months leading up to the attack, such as a death, breakup, or divorce in the family.
- Many offenders engaged in repetitive viewing of violent media and were often fascinated with previous school shootings. Repeated viewing of movies depicting school shootings, such as “Zero Day” and “Elephant,” may indicate a fascination with campus attacks.
- Be aware of the subject’s online videos, blogs, and social networking activities.

## Assessing Threatening Communications - Five Dimensions (Mohandie, 2000)

- Organized vs. disorganized thought processes
- Fixed vs. variable themes
- Focused vs. general target identification
- Violent action imperative vs. alternative coping means
- Short time imperative vs. lack of urgency

## Threat assessment - 11 Key Questions (U.S. Secret Service, 2002)

- What are the student’s motive(s) and goals?
- Have there been any communications suggesting ideas or intent to attack?
- Has the student shown inappropriate interest in school attacks, weapons, and/or mass violence?
- Has the student engaged in any attack-related behaviors?
- Does the student have the capacity to carry out an act of targeted violence?
- Is the student experiencing hopelessness, desperation and/or despair?
- Does the student have a trusting relationship with at least one responsible adult?
- Does the student see violence as an acceptable/desirable way to solve problems?
- Is the student’s version of events consistent with his/her actions?
- Are other people concerned about the student’s potential for violence?
- What circumstances might affect the likelihood of an attack?

## Motives

- 24% motivated by desire for attention or recognition.
- 27% motivated by suicide or desperation.

- 34% motivated by attempt to solve a problem.
- 54% had multiple motives.
- 61% motivated by desire for revenge.
- 75% felt bullied/persecuted/threatened by others.

## Statistics

- 27% of attackers exhibited interest in violent movies.
- 37% of attackers exhibited interest in violence in their own writings, poems, essays, and journal entries.
- 59% of attacks occurred during the school day.
- 63% of attackers had a known history of weapons use.
- 68% acquired the weapon used from their own home or that of a relative.
- 93% of attackers engaged in some behavior prior to the attack that caused others to be concerned.
- 93% of attackers planned out the attack in advance.
- 95% of attackers were current students.
- Odds are one in 1 million that a student will die at school as a result of a violent act.

## Warning Signs

- Investigators should probe to discover if the subject has engaged in research, planning, or preparation (e.g., researched weapons or made attempts to obtain a weapon). Movement from thought to action represents a severe escalation of the risk of violence.
- In around 80% of school shootings at least one person had information that the attacker was thinking about or planning the school attack. In nearly 2/3, more than one person had information about the attack before it occurred. In nearly all of these cases, the person who knew was a peer, a friend, schoolmate, or sibling.
- Despite prompt law enforcement responses, most attacks were stopped by means other than law enforcement intervention.
- Be conscious of the “Werther Effect,” defined as a duplication or copycat of another suicidal act. School shootings are typically well-publicized, sensationalized events that can trigger an increase in similar acts for roughly days or weeks after the attack.

## Resources

- [www.fbi.gov](http://www.fbi.gov)
- [www.safetyzone.org](http://www.safetyzone.org) (DOE and DOJ)
- [www.ncjrs.org/school\\_safety](http://www.ncjrs.org/school_safety)
- [www.ed.gov/offices/OESE/SDFS](http://www.ed.gov/offices/OESE/SDFS)
- [www.secretservice.gov/ntac.htm](http://www.secretservice.gov/ntac.htm)
- [www.keepschoolsafe.org](http://www.keepschoolsafe.org)

Information compiled from the *Safe School Initiative Report*, United States Secret Service and Department of Education, (2002); *School Violence Threat Management*, Dr. Kris Mohandie, (2000); *The School Shooter: A Threat Assessment Perspective*, CIRG/NCAVC, (1999).