TEAM NORFOLK

EMERGENCY OPERATIONS

Emergency Operations &

Resilience Framework

Hazard-Specific Annex

Active Threat

February 16, 2018

Team Norfolk Emergency Operations & Resilience Framework
Hazard-Specific Annex: Active Threat
March 5, 2018

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.

Improvised Explosive Device (IED) attack: the use of a "homemade" bomb and/or destructive device to destroy, incapacitate, harass, or distract. IEDs are used by criminals, vandals, terrorists, suicide bombers, and insurgents. Because they are improvised, IEDs can come in many forms, ranging from a small pipe bomb to a sophisticated device capable of causing massive damage and loss of life. IEDs can be carried or delivered in a vehicle; carried, placed, or thrown by a person; delivered in a package; or concealed on the roadside.

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. (2009)

1

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. (DHS Active Shooter: How to Respond, p. 2). 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 <u>will not stop</u> 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. (DHS Active Shooter: How to Respond, p. 5).

 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 be cognizant one or more of the victims of the incident may 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.

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.

There are numerous incidents from large-scale explosives such as the Alfred P. Murrah Federal Building (aka Oklahoma City Bombing) and the U.S. Marine barracks bombing in Beirut to low-tech and/or coordinated attacks involving active shooters, improvised explosive devices and vehicle attacks.

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

Assumptions

- 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 the region for multi-jurisdictional response, 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.
- The federal government will use its authorities under the Stafford Act to act unilaterally in declaring an emergency "in consultation with the governor" if the President believes that the event is one that is of primary federal interest. In this case, there will be a massive federal presence very quickly, aided in part by the region being so close to Washington, DC and having such a large federal presence.
- 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 logistical and joint information support.

Direction and Control

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

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)**

If the incident involves chemical, biological, radiological or nuclear materials, Public Health will provide subject matter expertise and guidance to the Incident Command. Please refer to the appropriate Hazard-Specific Annex.

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. Law enforcement will continue to secure / protect the scene integrity and collect evidence while Norfolk Fire-Rescue continues its medical response.

Mass Casualty Incident Management Goals:
- **Do the greatest good for the greatest number of victims/patients**
- **Manages 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.

Afterward, if there are fatalities, the Office of the Medical Examiner's Office 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 WebEOC and utilized to provide appropriate situational awareness, facilitate information sharing and otherwise document the incident.

Homeland Security Information Network (HSIN) – account required
https://www.dhs.gov/homeland-security-information-network-hsin
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 PCII 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 notified via 911, Norfolk Emergency Preparedness and Response will initiate notifications to the appropriate response agencies and appropriate geographic area using Norfolk Alert and IPAWS/CMAS with information about the warning and protective actions to be taken.

Note: A federal National Terrorism Alert Message (NTAS) is designed to communicate an immediate and specific threat. To date, an NTAS has never been disseminated; however, an individual may subscribe to receive NTAS alerts via email and social media at https://www.dhs.gov/national-terrorism-advisory-system.

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

Operational Periods and Situational Reports

Based upon incident command procedures, the emergency management system encourages the utilization of operational periods as a planning tool. An operational period is defined as a variable period of time for which the organization plans its operational strategy. Operational periods will be determined by the on-scene Incident Command.

How the request for resources will be met;

Resource requests will be made by the on-scene command and supported by the ESF-7 (Resource Management) / EOC Logistics Section which is further detailed in the Team Norfolk Emergency Operations and Resilience Framework, Volume II, ESF 7 Annex.

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)

IMPACTED FACILITY
1. Report suspicious activity including bomb threats to 911; See Something, Say Something.
2. Designate a Liaison (organizational representative with decision-making authority) to the Incident Command and the Emergency Operations Center
3. Coordinate all messaging (including social media) through the Incident Command or Joint Information Center (JIC)
4. Maintain accountability for those under your control
5. Be prepared to coordinate Family Assistance / Reunification strategy.
6. Make requests for resources through the Incident Command, of 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. Expect to hear an announcement about location of a Family Reception / Assistance Center.

Emergency Support Function 1   Transportation

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.

Emergency Communications Center / 911
1. Provides appropriate notifications of emergency threats and/or incidents to Emergency Management as well as agencies and community.
2. Assigns Tactical Dispatcher to the incident.

 Cellular systems may be so overwhelmed as to temporarily lose functionality. GETS/WPS, Satellite phones, amateur radio and other resources may be necessary to facilitate communications between IC/UC and the EOC's. Verizon and the Virginia Army National Guard also have communication resources - see ESF-2 Annex for details.

Emergency Support Function 3   Public Works, Utilities & Engineering

General Services / Neighborhood Development / Planning / Public Works
1. Perform structural and damage assessment to buildings and affected infrastructure as requested by the IC/UC/EOC, to include the accurate and timely inventories of facilities which are destroyed, damaged or in any other way out of service, or needing repair.
2. Coordinate debris removal from the area in coordination with the IC/UC as to ensure protection of crime scene evidence.

Along with local and regional debris contracts, Operation Blessing as well as the Virginia Army National Guard have debris removal assets.

If the incident involves hazardous materials, it must be properly removed to the appropriate place! Refer to Debris Removal plan for details.

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 WebEOC
2. Recommend / request declaration of a local and state emergency.
3. 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.
4. Alert / Request State Regional Coordinator; contact Chesapeake and Virginia Beach Emergency Management Agencies for support.
5. If impacted facility is a State facility, request Family Assistance Center team from the VEOC. (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!

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.

**All ESF-6 Agencies: Review Reception Center and
Family Assistance Center Function Annex**

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 as necessary as well as FBI Victim Assistance, DCJS and Virginia Criminal Injury Compensation Fund.
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. Respond and assist victims upon request of the Norfolk EOC.

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).

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)

Hampton Roads Metropolitan Medical Response Team (HRMMRST)
1. Provide mass casualty support with medical triage and transport <u>upon request</u>. (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

Norfolk Public Health
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.

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 9　　Search and Rescue

Norfolk Fire-Rescue Search and Rescue (SAR) Team
1. Extricate trapped victims

The survivability rate for persons trapped in a catastrophic incident dramatically decreases after the first 72 hours.

Local and State Unmanned Aerial Systems as well as Civil Air Patrol are resources which can assist.

Emergency Support Function 10　　Hazardous Materials

The release of hazardous materials, intentional or otherwise, can be a significant factor at the scene. Victims exposed to hazardous materials or responders encountering the same materials can be prone to exposure that could require decontamination and/or unique medical treatment.

Norfolk Fire-Rescue
1. Victim and responder decontamination if incident involves chemical, biological, radiological or other hazardous materials.

Norfolk Police Department Bomb Squad / Divers
1. Respond to all explosive-related incidents on land or submerged; deploy explosive detection devices and explosive detection canine teams.
2. Request additional support as appropriate through mutual aid

Other bomb squads and dive teams in the Hampton Roads region include Chesapeake Police Dive Team, Newport News Fire Department, Virginia Beach Police Department, Virginia State Police 5th Division and FBI Special Agent Bomb Tech (SABT)

Virginia Department of Emergency Management Hazardous Materials Officer(s)
1. Support on-scene operations through the Incident/Unified Command.

Remember the **Regional HazMat Teams**, **Hampton Roads Metropolitan Medical Response Strike Team (HRMMST)**, the **Virginia Army National Guard (VANG) 34th Civil Support Team (CST), VANG C2 CERF and/or DECON CERF** as well as **Joint Task Force Civil Support (JTF-CS)**. Request can be made through the EOC.

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 hospital, reception center, family assistance center and other critical infrastructure upon request or as situation dictates.
5. Provides Public Information Officer; coordinates information need 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. Notifies families of the deceased

    NPD Traffic Management
      a. Coordinate with Norfolk Public Works Smart Traffic to cordon off road network to non-response.

⚠️ Additional threats or public engagement of 911 to report suspicious persons, vehicles or events will 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 of 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.

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 assist could come in the form of
   a. Technical evidence collection,
   b. SWAT if still an active scene,
   c. 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

 Norfolk Airport Authority, Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), the U.S. Marshalls Service (USMS) and the U.S. Secret Service (USSS) could also potentially arrive on scene and assist with Law Enforcement efforts. Furthermore, depending on the location of the incident, NTSB (transportation incident) or USCG (maritime) could also be involved. Military Police / Virginia Army National Guard Incident Response Force Package may be able to assist with investigation or scene security, but not law enforcement...

 The Virginia Army National Guard may support state law enforcement while in "State Active Duty" or in Title 32 status without violating the prohibitions in the *posse comitatus* statute. If the federal government uses Title 10 forces to preserve order without carefully following PCA provisions, however, commanding officers may violate *posse comitatus*. (FEMA Disaster Operational Legal Reference, p. 4-39)

 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 15   External Affairs

**All ESF-15 Agencies: Review ESF-15 Annex and
Crisis Communications 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.

Operation Blessing
1. Manage unaffiliated volunteers upon request

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

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
Posted in Norfolk's WebEOC, File Library, Active Shooter Folder

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

FEMA Learning Resource Center: Resource compilation - Active shooter incidents - fire service and EMS 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. 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

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	LE and Fire-Rescue Response; establish on-scene Incident/Unified Command
	IC	Safety Officer(s) advise the IC/UC on safety and security issues.
	EOC	
	2	Send Norfolk Alert to impacted area(s) providing protective actions.
		Alert Emergency Operations Center / Team Norfolk; If maritime incident, connect with USCG Sector Hampton Roads
	2	Create an incident in WebEOC
	2	Begin tracking social media / Twitter feeds
	5	Prepare Emergency Operations Center for Activation
	5	Begin preparing EOC Incident Briefing; include forecasted weather conditions
	5	If appropriate, declare Local Disaster
	15	Acknowledge awareness of the incident; provide general messaging (coordinating with Crisis Communications Tiger Team and other affected agencies)
T + 1 Hour	IC	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.
		Incident Command Post(s) establish appropriate staging areas; security plan to screen resources; consider need for one regional command.
	EOC	Full activation with Planning Cell and JIC in place; operational periods established. - Create incident FAQ's; coordinate info with Norfolk Cares and 2-1-1 Virginia
		Send Norfolk Alert update message with update and info on IMPACT and 2-1-1 Messaging to include the following: *- general description of incident* *- locations of traffic disruptions / road closures* *- alternate traffic routes* *- areas public should avoid* *- facilities now closed to public* *- avoidance of calling 911 except emergencies* *- locations of facilities for assistance* *- how people can help* ***All messaging to be reviewed and vetted by law enforcement for sensitive information which should not be released.***
		Schedule / conduct conference call between EOC's, CAO's / Policy Cells, VDEM to coordinate information on other unfolding events or incidents and on resource/commodity acquisition processes, priorities and needs.
		Notify VEOC of EOC activation status and level.
		EM and JIC to dispatch personnel to IC/UC to assist with information flow and media organization.
		Notify and Coordinate w/ Team Norfolk Emergency Operations and begin planning for long-term operations involving multiple operational periods.
		Assess with NPD and DHS PSA the need for expanded security to protect critical infrastructure which may be at risk of additional attack(s).
T + 2 Hours	IC/EOC	ICPs and EOCs should assess their response organizational structures to determine whether they are meeting the established incident objectives and make adjustments as needed.
	EOC	Consider municipal operating conditions
		Coordinate / Conduct a conference call among affected localities / EOC's
		Coordinate w/ NPS, RPOS, Red Cross and Brother's Keeper the potential of sheltering, placing shelter team(s) on stand-by
		Coordinate w/ NPS, RPOS, Red Cross and Brother's Keeper the potential of family reception / assistance / reunification location(s)

T + 3 Hours	IC	IC/UC continue to assess whether field operations are meeting the incident objectives
		Expected all injured victims not requiring extrication have been triaged and dispatched to medical facilities.
		A schedule of ICP meetings should be established to ensure ongoing field operations continue for both the current operational period and the next.
		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.
T + 4 Hours & Beyond	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 its respective EOC as needed.
	EOC	If not already, formalize and submit local Disaster Declaration to VEOC
		- 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.
		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,
Recovery	EOC	Conduct Internal Damage Assessments; submit to VEOC within 72 hours of incident
		Conduct Recovery Operations Briefing; move to Immediate to Intermediate Recovery Plan
		Report incident to DCJS; request Criminal Injuries Compensation Fund and FBI Victim Assistance
		Determined when to de-active the EOC and terminate local disaster declaration
		or if necessary, accommodate and support a Joint Field Office for Recovery Ops.
		Gather all appropriate records and expenditures on personnel, resources and commodities for eventual submission to state/.federal governments to begin reimbursement.
		Conduct Hotwash and After Action Discussions / 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
- www.safetyzone.org (DOE and DOJ)
- www.ncjrs.org/school_safety
- www.ed.gov/offices/OESE/SDFS
- www.secretservice.gov/ntac.htm
- www.keepschoolssafe.org