



Memorandum

TO: PUBLIC SAFETY, FINANCE &
STRATEGIC SUPPORT COMMITTEE

FROM: Robert Sapien, Jr.
Edgardo Garcia

SUBJECT: ACTIVE SHOOTER POLICIES,
PROTOCOLS AND TRAINING
STATUS REPORT

DATE: November 28, 2018

Approved

Date

12-5-18

RECOMMENDATION

Accept the status report on Active Shooter policies, protocols, and training for the Police Department and Fire Department.

BACKGROUND

Active Shooter/Mass Casualty Incidents (AS/MCI) are a recurring reality across the United States and a potential threat for which every community must prepare. The AS/MCI threat requires that public safety agencies adopt response protocols to rapidly mitigate active shooter threats and provide timely care and treatment to casualties. To achieve these objectives efficiently and to provide for safety of civilians and first responders, these protocols must provide interagency interoperability amongst police, fire, and emergency medical services. AS/MCI response capabilities must be supported by operational protocols, specialized equipment, initial interagency training, refresher training, and ongoing exercises. The Fire Department (SJFD) and Police Department (SJPD) will initiate initial interagency AS/MCI training in January 2019 and anticipate full AS/MCI protocol implementation by July 2019.

National Preparedness

On March 30, 2011, the White House released President Barack Obama's Presidential Policy Directive 8 on the subject of National Preparedness. The following excerpts from the Directive describe the standard of preparedness that it established.

This directive is aimed at strengthening the security and resilience of the U.S. through systematic preparation for the threats that pose the greatest risk to the security of the Nation, including acts of terrorism, cyber-attacks, pandemics, and catastrophic natural disasters.

The national preparedness goal shall be informed by the risk of specific threats and vulnerabilities - taking into account regional variations - and include concrete, measurable, and prioritized objectives to mitigate that risk. The national preparedness goal shall define the core capabilities necessary to prepare for the specific types of incidents that pose the greatest risk to the security of the Nation, and shall emphasize actions aimed at achieving an integrated, layered, and all-of-Nation preparedness approach that optimizes the use of available resources.

Hartford Consensus

In response to an increasing number of AS/MCI events and consistent with Presidential Policy Directive 8, in 2013, the American College of Surgeons initiated the Joint Committee to Create a National Policy to Enhance Survivability from Mass Casualty Shooting Events. This committee, comprised of law enforcement, fire, prehospital care, trauma care, and the military met twice in Hartford, Connecticut. The second meeting included representatives from the Federal Emergency Management Agency and the National Security Staff of the Office of the President. The outcomes of these meetings became known as the Hartford Consensus.

The Hartford Consensus included the acronym THREAT, which outlines the necessary response to active shooter and intentional mass casualty events:

- T – Threat suppression
- H – Hemorrhage control
- RE – Rapid Extrication to safety
- A – Assessment by medical providers
- T – Transport to definitive care

The THREAT response seeks to maximize the survivability of trauma victims. To achieve this, police, fire, and emergency medical services must be able to mobilize an integrated response plan.

Fire Service Implications

In late 2013, the International Association of Fire Chiefs (IAFC) published a position paper which stated that “local jurisdictions should build sufficient resources to deal with active shooter scenarios.” The IAFC offered the following minimum objectives for local fire and law enforcement agency standard operating procedures:

1. Use of the National Incident Management System in particular the Incident Command System. In accordance with National Incident Management System guidance, fire and law enforcement should establish a single Command Post and establish Unified Command.
2. Fire and law enforcement agencies should train together. Initial and ongoing training and practice are imperative to successful operations.

3. Agencies involved should use common communications terminology. Fire personnel must understand common law enforcement terms, such as Cleared, Secured, Cover, Concealment, Hot Zone/Warm Zone/Cold Zone and other related terms (red, green etc.).
4. Provide appropriate protective gear to personnel exposed to risks. Firefighters, EMT's and paramedics should be provided ballistic vests and helmets if they are to participate in a Rescue Task Force.
5. Consider secondary devices at the primary incident scene and secondary scenes in close proximity to the primary incident scene. Acts of terror using improvised explosive devices (IEDs), as well as active shooters often prepare or actually begin their attacks at a location separate from the area designated as the primary incident scene.
6. For events including IEDs, consider fire hazards secondary to the initial blast. For example, in public areas such as restaurants, clubs, schools and churches, natural gas is used in food preparation and heating; therefore, responders should check to ensure that gas lines and valves have not been compromised.

Additionally, the IAFC position offered guidance to local agencies for establishment of the tactically integrated Rescue Task Force resource. Rescue Task Forces would be assembled to "treat, stabilize, and remove the injured in a rapid manner, while wearing ballistic protective equipment (BPE) and under protection of law enforcement providers." Rescue Task Forces (which would include fire personnel) would be deployed into hazard zones where fire agencies typically do not engage until the area is secured by law enforcement personnel.

California Law

Assembly Bill 1598, which was passed into law in September of 2014, requires the development of collaborative protocols and relationships between local and state first response entities, including law enforcement agencies, fire departments, and emergency medical services providers and agencies, in order that those entities shall act effectively and in concert to address active shooter incidents across California (AB 1598, Chapter 668, Section 1 (2) (b) (1-3)).

Regional Implementation

The Santa Clara County Fire Chiefs and Police Chiefs Associations activated an ad hoc committee to develop regional AS/MCI protocols. This committee drew from industry best practices and standards, exemplary protocols, and experience gained from multi-agency exercises to develop the Active Shooter/Criminal Mass Casualty Protocol, which was completed and approved jointly by the Santa Clara County Fire and Police Chiefs' Association in 2015. In August 2017, Appendix 17 was added to the Santa Clara County Local Fire Service and Rescue Mutual Plan titled *Active Shooter/Violent Incidents*.

Grant Funding

Santa Clara County Fire Department, on behalf of several fire agencies within the County, submitted a proposal for State Homeland Security Grant Program (SHSGP) funding to address personal protective equipment needs for fire agency first responders who could be exposed to new hazards under AS/MCI protocols. The grant request was awarded providing ballistic protection and supplies including ballistic carrier vests, helmets, and lightweight emergency medical bags to all participating fire agencies. SJFD received 174 individual ballistic ensembles from 2016 to 2018.

Local Implementation

Fire Department

SJFD participated in regional implementation planning and has been working toward finalization of internal AS/MCI policy and procedure development, dispatch policies, training, and final deployment plans. On October 16, 2018, Council approved the terms of a new Memorandum of Agreement with IAFF Local 230 which included incorporation of active shooter training in Terrorism/Anti-Terrorism Pay. Additionally, on that day, a General Fund adjustment of \$532,000 was approved to provide AS/MCI training. The Department is currently in the process of delivering introductory level AS/MCI training to all frontline personnel as a component of annual EMS refresher training. The Department will add full initial AS/MCI training to Firefighter Recruit Academy curriculum requirements and seek to address any resulting needs through the 2019-2020 annual budget process.

Police Department

SJPD commenced AS/MCI training since 2009 in the following ways:

- 2009 – Department-wide Active Shooter skill training.
- 2013 – Instituted four hours Active Shooter training as an academy required learning domain
- 2015 – SJPD was a signatory on the new Active Shooter County Protocol
- 2016 – SJPD sent several officers to the Santa Clara County Active Shooter instructor development training.
- 2016 – 2018 - SJPD conducted a tabletop training exercise for all sworn personnel to provide an overview of policy and procedure changes in the 2015 policy.
- 2017 – 2018 - SJPD trained 115 patrol specialists in active shooter tactics and rescue task force concepts.
- 2018 – SJPD METRO and VCET units along with MERGE Tactical Dispatchers participated in the Santa Clara County BART AS/MCI Exercise in Milpitas.
- 2018 - SJPD began “Active Shooter” video series production covering active shooter trends, prevention, response, and Rescue Taskforce Integration
- 2018 – All Communications personnel received “Roll Call” training on AS/MCI

ANALYSIS

The challenges the Hartford Consensus recommendations outlined in the THREAT acronym present to law enforcement and fire agencies are subtle but significant. Together, law enforcement, fire, and emergency medical services agencies have the capabilities today to achieve each of the THREAT objectives. Law enforcement is trained and equipped to address threat suppression (T); fire responders are trained and equipped to address hemorrhage control (H), rapid extrication to safety (RE), and patient assessment (A); and emergency medical services ambulances are available to transport victims to definitive care (T). The challenge of achieving the AS/MCI capability lies in the complexities associated with interoperability and integration of operations.

Currently, law enforcement, fire, and emergency medical services agencies routinely work closely together. However, there are few instances where operations are fully integrated under a "Unified Command" structure and even fewer instances where these agencies work side by side at the tactical level. Establishing AS/MCI capabilities including Rescue Task Force tactical capabilities requires extensive joint Police and Fire Department training at both the tactical and command levels.

AS/MCI initial interagency training will begin in January 2019, with a projected completion date for all patrol (SJPD) and line (SJFD) personnel by the end of June 2019. Full implementation of AS/MCI protocols is anticipated by July 2019. The table below describes key components to the planned SJPD and SJFD joint AS/MCI training plan:

Key Component	Implementation by Date	Description
Introductory Training: Fire	November 2018	Introductory training was provided to SJFD personnel in November 2018 as a component of EMS refresher training.
Scheduling	December 2018	Police and Fire Departments work schedules differ significantly. AS/MCI training schedule development will seek to achieve training objectives efficiently and at minimal cost.
Training Objectives	December 2018	Training Objectives will be developed to meet the needs of both Police and Fire specific to their AS/MCI THREAT and command and tactical integration roles.
Initial Training: Fire	June 2019	Initial Fire Department training (10 hours) will focus on patient care (including triage, hemorrhage and airway control), personal protective equipment familiarization, Incident Command System, and tactical movement skills. Initial training instruction will include both didactic and manipulative modules and will be provided by SJPD and SJFD training officers.

Refresher Training: Police	June 2019	Following the SJFD training, SJPD will conduct a four-hour training for all patrol personnel. The training will consist of a refresher of Active Shooter Tactics and movement, incident command system along with a block of instruction on the Rescue Task Force.
Recruit Academies	June 2019	AS/MCI initial training will be added to both Police and Fire Recruit Academies.
Agency Independent Training	Beginning August 2019 and on-going	THREAT capabilities will reinforce where opportunities arise in normal training within the SJPD and SJFD. Additionally, SJPD and SJFD will seek opportunities to train with other agencies within the region.
Joint & Regional Exercises	2019-2020	To ensure AS/MCI response readiness, exercises must be conducted jointly and with other agencies within the region.
Biennial Training	2020/2021 and ongoing	To maintain response readiness joint (SJPD and SJFD) refresher training will be conducted biennially.

EVALUATION AND FOLLOW-UP

AS/MCI capabilities will be maintained on an ongoing basis. Biennial refresher will be provided and exercises will be conducted to assess readiness of Police and Fire Departments and other regional agencies.

COORDINATION

This memorandum has been created through coordination between the City Attorney's Office, City Manager's Office, Fire Department, and Police Department.

/s/
ROBERT SAPIEN, JR.
Fire Chief, Fire Department

/s/
EDGARDO GARCIA
Chief of Police, Police Department

For questions, please contact Robert Sapien, Jr., Fire Chief, at (408) 794-6952 or Edgardo Garcia, Chief of Police, at (408) 277-5219.