



Sonoma County Operational Area Emergency Operations Plan Annex:

Terrorism / Active Shooter Incident

DEPARTMENT OF EMERGENCY MANAGEMENT

DRAFT

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Plan Distribution

The County of Sonoma – Department of Emergency Management (DEM) is responsible for developing, maintaining, and distributing this Terrorism and Active Shooter Incident Annex.

DEM will make the Terrorism Annex available to all County departments, Operational Area (OA) jurisdictions, the California Office of Emergency Services (Cal OES) and other partner organizations as necessary and upon request in both English and Spanish. An electronic version is available through WebEOC and on the County website. Hard copies are available at the Emergency Operations Center (EOC) and DEM staff have remote access to all plans and annexes.

Disclosure Exemptions

The majority of this plan is available for public review. However, portions that include personal privacy information or information with significant implications for County or regional security may be placed in attachments that are exempt from public disclosure under the provisions of the California Public Records Act §6254.

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I. INTRODUCTION

Purpose

This annex to Sonoma County's Emergency Operations Plan (EOP) is intended to ensure an effective and coordinated response to a significant Terrorism or Active Shooter Incident (ASI). It provides for interagency coordination among County departments, cities, special districts, public safety agencies, community groups and allied stakeholders in accordance with the County EOP, the California Emergency Services Act, the Standardized Emergency Management System (SEMS), and the National Incident Management System (NIMS).

The plan is designed to:

- Provide an overview of the threats that Terrorism and Active Shooter Incidents pose to the County and define the potential range of impacts.
- Outline policies and procedures for responding to a Terrorist or Active Shooter Incident.
- Support development of additional, major incident plans by County departments and agencies.
- Provide the Emergency Operations Center with contextual information to guide initial response planning.

Scope

This annex has been developed in accordance with the County EOP. In keeping with the EOP's "all-hazards" approach for local emergency management, the response policies and protocols for a Terrorism or Active Shooter Incident will align with those established in the EOP.

The annex supplements but does not alter EOP policy and directions, such as for activating and managing the EOC. It does provide additional guidance that may be used to complement the EOP within the context of a terrorism or active shooter Incident.

The location, scale, and type of terrorism or active shooter Incidents that Sonoma may face are by their nature highly unpredictable. No plan can possibly identify all considerations for a response. Given this, the annex is focused on providing broad considerations to guide overall response, not detailed procedures for the tactical execution of response tasks.

This annex is primarily focused on readiness and response operations. Elements related to preparedness, long-term recovery, and mitigation are addressed in the County's EOP.

This annex does not alter existing County department emergency response standard operating procedures (SOP), processes, or resources. Emergency response agencies will adhere to existing department SOPs in accordance with all legal requirements. Note that this annex is not intended for law enforcement and fire agencies which will have their own specific, tactical plans and guidance. This is intended to guide a county government response to a terrorism or active shooter incident.

1. OVERVIEW AND PLANNING ASSUMPTIONS

1.1 Overview

The Federal Bureau of Investigation (FBI) defines international terrorism as violent, criminal acts committed by individuals and/or groups who are inspired by or associated with designated foreign terrorist organizations or nations. The FBI defines domestic terrorism as violent, criminal acts committed by individuals and/or groups to further ideological goals stemming from domestic influences, such as those of a political, religious, social, racial or environmental nature.¹

Active Shooter Incidents can be either domestic or international terrorism. Some Active Shooter Incidents may be caused by personal motivations independent of external influences. For this annex, any active shooter event will be considered and termed a terrorist incident.

Sonoma County is vulnerable to terrorism in all its forms. Terrorism by its nature targets a community's blind spots and vulnerabilities, often through asymmetric means. Examples include:

- Schools
- Transportation hubs such as airports
- Transportation arteries such as major highways
- Public events such as concerts and fairs
- Critical infrastructure such as dams
- Natural vulnerabilities, such as susceptibility to wildfire

Terrorist acts may include:

- Armed assault
- Bombings
- Hoaxes and threats
- Product contamination
- Arson
- Assassination
- Hijacking
- Hostage-taking
- Cyber-attack
- Kidnapping

¹ Federal Bureau of Investigation – What We Investigate <https://www.fbi.gov/investigate/terrorism>

This is not an exhaustive list. The potential for terrorist acts is limited only by the human imagination. This annex is written to be flexible enough to meet any event when, where, and how it comes. Still, the scale of a terrorist attack, especially one utilizing weapons of mass destruction, may exceed the capacity of the County to effectively respond. Every effort will be made to mitigate impacts on the community and to coordinate mutual aid.

Note: Terrorism may also be conducted using weapons of mass destruction (WMDs) which are covered in more detail in section 2.2.3, Response Operations.

1.2 Planning Assumptions

Terrorism by its nature is unpredictable and unexpected. This makes forming specific planning assumptions challenging. There are however some general assumptions that should go into planning for any terrorism incident. A terrorism incident will usually:

- happen with very little or no notice
- be handled first and foremost by first responders
- exploit existing vulnerabilities
- come at a time of low preparedness
- start and end quickly
- cause a mass casualty incident, overwhelming hospitals early
- trigger immediate involvement of federal authorities, including the FBI
- generate large amounts of misinformation and confusion
- require some level of shelter in place to be ordered

Additionally, terrorism may:

- not be immediately recognizable as such
- utilize suicide tactics
- occur in the context of a major public gathering or inside a small organization
- happen simultaneously in multiple locations
- utilize weapons of mass destruction
- include secondary devices or additional attacks on first responders
- add complicating dimensions to incident management – whether terrorism is actual or suspected
- occur while other challenges are present (ex. extreme heat)

2. CONCEPT OF OPERATIONS

The EOP defines the Operational Area's general emergency response organization, authorities, policies, priorities, and procedures. For a terrorist or ASI incident occurring in unincorporated areas of the County, the Sheriff's Office will serve as the lead local agency for responding to and mitigating terrorist acts, terrorist threats, or active shooter incidents, as well as intelligence collection and criminal investigation activities. The corresponding fire district/agency will serve as the lead local agency for addressing the consequences of a terrorist or active shooter incident, including providing and coordinating emergency medical services, rescue, hazard materials release containment and decontamination, and fire suppression. For incidents occurring within an incorporated city, the County's role will be one of support – both for first responders and for survivors.

2.1 Readiness

There are three levels of readiness: baseline, for when there are no imminent threats or concerns, heightened readiness, for credible threats of near-term terrorist action, and the level of imminent or credible threat.

2.1.1 Baseline Readiness

Baseline Readiness consists of training and exercising. Because terrorism is so unpredictable, the best way to prepare for a terrorist incident is to:

1. foster a culture of inter-agency cooperation
2. conduct regular exercises
3. invest in training

Relevant staff should receive training to become Terrorism Liaison Officers (TLO). A TLO is any peace officer, firefighter, or public safety official in the Operational Area (OA) who has been properly certified by the appropriate Regional Terrorism Threat Assessment Center.

The Sonoma County Operational Area is a member of the San Francisco Bay Area Urban Areas Security Initiative (Bay Area UASI) which provides terrorism prevention and response training, resource, and grant opportunities.

Public and private facilities are responsible for their own terrorism/ASI readiness but may be supported by the OA through shared training opportunities and access to grant funding opportunities. By holding regular drills and developing their own plans, public and private stakeholders can help make the entire community more resilient to terrorism incidents. Examples of such exercises include a school active shooter drill, or the Santa Rosa Airport's semi-annual Full-Scale Exercise.

2.1.2 Heightened Readiness

Heightened Readiness occurs when local law enforcement or the FBI deems there is a credible threat of near-term, local terrorist action. This will trigger:

- An expansion of criminal intelligence operations
- Review of personnel and equipment; taking action to enhance resource availability
- Review of inventory and critical supplies; increasing stocks as needed
- Increasing security at, and surveillance of potential targets
- Briefing public health and hospital managers on potential threats
- Placing selected emergency response elements at higher states of readiness, including partial activation of the EOC as needed
- Dissemination of non-sensitive information and/or instructions to the public as appropriate and in coordination with law enforcement and state and federal partners

2.1.3 Imminent or Credible Threat

Law enforcement, most likely the FBI, has confirmed a threat is likely. This will trigger:

- The most rigorous security measures
- Investigations and other protective operations
- EOC activation to develop enhanced situational awareness, expedite decision making, conduct stakeholder coordination, and develop public information
- Public information dissemination as appropriate
- Lock downs, shelter in place orders, traffic controls as appropriate
- Increased public safety staffing potentially including Disaster Service Workers (DSWs)
- Federal involvement in incident management

2.2 Response

Response to a terrorism incident is primarily the role of law enforcement, fire, Emergency Medical Services (EMS), Public Health, and other first response organizations. An incident that occurs with no notice will trigger a significant response – the response may be challenged by overlapping jurisdictions and over-subscribed communications systems. Depending on the nature of the incident, specialized law enforcement resources could include tactical, negotiations, WMD interdiction, evidence response, surveillance, and other technical services.

Investigative and intelligence activities will be managed in conjunction with the Northern California Regional Intelligence Center (NCRIC) and the FBI's San Francisco Field Office. The FBI may deploy a Special Agent in Charge (SAC) to the Incident Command Post (ICP) or assist in establishing a Joint Operations Center (JOC). However, the impacted County or city and the state exercise primary authority to respond to the consequences of terrorism; the federal government provides assistance as required.

The County will support first responders with logistics and communication and may provide public services through Family Assistance Centers, Reunification Centers, Mass Care Services, and manage debris removal as needed.

2.2.1 Support to First Responders

Any terrorist incident in Sonoma County is likely to occur suddenly and end relatively quickly. The response will be primarily organized by first responders, especially law enforcement, fire and EMS.

County Alert & Warning and Public Information will coordinate with law enforcement to amplify their messaging through SoCo Alert, socoemergency.org, and other outreach channels. Additionally, County communications staff will help address potential misinformation – such as reports of additional shootings or bomb threats – on social media, traditional media channels, and through public outreach.

A Joint Information Center (JIC) will likely be established as well. If so, the County will support its operations.

The County may also provide logistical support to first responders. This may include the procurement and movement of resources required by first responders, feeding, transportation, and other operational support.

2.2.2 Family Assistance Centers

A Family Assistance Center (FAC) is a safe, secure, and supportive environment serving as a centralized location to provide survivors and their families with assistance, information about missing or unaccounted persons and the deceased, and access to services in the immediate aftermath of an emergency.

The decision to open a FAC will be based upon:

- The number of victims and/or missing individuals
- The nature and extent of the terrorist incident
- The immediate, identifiable needs for service of families and those seeking reunification

The operations of a Family Assistance Center will be based upon those established for Local Assistance Centers (LAC). The County will use the same staff, and modified versions of the same policies, procedures, and documents. Much of the criteria for a good LAC location – such as ADA compliance, controlled exits and entrances, many separate rooms for client privacy – apply to FACs as well. A FAC will be managed via the same EOC section as a LAC.

The initial objectives of the FAC will be:

1. Positively identify victims, working with Incident Command, hospitals, the Sheriff-Coroner, and law enforcement to make reunification attempts.
2. Notify next of kin
3. Provide families of victims with crisis counseling services

Unlike a LAC, a FAC may operate for several months. The initial phase of operations should be conducted in person. Once victims and their families have been positively identified, a FAC may provide the following services either in person or virtually:

- Psychological, spiritual, and medical care
- Casework
- Legal Aide & Victim Services
- Crime Victim benefits and compensation
- Lodging
- Onsite Childcare
- Consulate Services
- Personal effects return
- Donations management
- Transportation
- Fraud prevention

Much like a LAC, not every victim will go to a FAC. Any FAC which opens should include a public outreach component. Because of the volume of inquiry calls required and the amount of public and media interest, it may be necessary to include an auxiliary call center as part of the FAC. This can be operated through the EOC or through 211.

The FAC should also be separate from areas used for media briefings. Media should not have direct access to victims and their families at the FAC. Note that clients should always be briefed on updates pertaining to victims and their families prior to briefing the media when possible and appropriate. Families may be advised of any media opportunities should they choose to participate.

There are additional recovery services provided by external partners that may be present at, or accessed through the FAC. These include services provided by:

- Utilities and telecoms
- State and Federal agencies such as FEMA and Cal OES
- Veterans Affairs
- Senior Services
- Immigrant Services
- Homeless Services
- Relevant member agencies of the Community Organizations Active in Disaster (COAD) group.

Many of these services can be accessed virtually through the FAC to minimize the number of agencies present for maximum client privacy.

2.2.3 Reunification Center

The Reunification Center is a safe place for victims, their families, and other community members impacted by a terrorist incident to obtain information, reconnect with loved ones, and receive some basic services.

As a FAC will follow the general staffing and structure of a LAC, so the reunification center will follow the staffing, policies, and procedures of a Temporary Evacuation Point (TEP). Many of the same criteria guiding where TEPs are established will guide where Reunification Centers are established. They should:

- Have access to abundant, accessible parking
- Have an indoor area to accommodate various weather
- Be in a location far enough from the incident to be safe, but near enough to be accessible to survivors
- Fully ADA compliant

The Reunification Center should be a temporary operation, lasting hours or days at most. A Reunification Center should be established separately from, but near to a FAC to maximize the privacy of victims and their families.

2.2.4 Mass Care Services

Mass Care services include shelter, feeding, and the distribution of emergency supplies. In most cases, terrorist incidents will be over before most Mass Care services are required.

Shelter may be required for victims who are from out of county and are separated from their belongings, or if the incident is anticipated to keep people from returning to their homes for more than 24 hours. During the 2019 shooting at the Gilroy Garlic Festival in Gilroy, California a shelter was opened for survivors of the shooting visiting from out of area. These survivors were waiting to access their personal belongings, which were being held as part of an ongoing federal investigation.

Feeding may be done at the FAC, the Reunification Center, or for first responders. Feeding will be done through the county's existing contract. It is unlikely that the need for feeding will be sustained.

Distribution of Emergency Supplies will be situation dependent. It may include such items as personal protective equipment and emergency water.

For more information on Mass Care policies and procedures, see the Sonoma County Mass Care and Shelter Annex.

2.2.5 Waste Management and Debris Removal

Depending on the nature and scope of the incident, the County, with DHS guidance, may support efforts of debris removal and waste management, in coordination with state and federal authorities. This will be accomplished primarily through state and federal partnerships and existing County contracts for hazardous waste removal.

Handling of hazardous materials will require specialized training and protective equipment which may exceed County capabilities.

2.3 Weapons of Mass Destruction

Weapons of Mass Destruction (WMD) add an additional layer of complexity to responding to terrorist incidents. The FBI serves as the lead federal agency for investigating WMD crimes and identifying and disrupting their potential use. WMDs may include the following types of weapons:

- Chemical, which uses hazardous industrial and military chemicals to kill, injure, or incapacitate people – usually through aerosol devices or covert dissemination.
- Biological, which uses pathogens such as anthrax to infect people with serious, often transmissible diseases.
- Radiological, which uses radiation spread through a conventional explosion, also known as a dirty bomb. The intended affects are both physical harms caused by radiation sickness and psychological harm from fear of invisible radiation in a community.
- Nuclear, which utilizes a nuclear device to cause widespread physical and radiological damage.

WMDs are also sometimes known by the acronym formed by the types of weapons, CBRNE. Though Sonoma County is not a high-profile target for WMDs, proximity to the urban San Francisco Bay Area increase the likelihood that the effects of a WMD in other nearby areas may impact Sonoma County.

Any WMD incident in or near Sonoma County is likely to quickly overwhelm hospital capacity. A rapid public information effort will be required to help mitigate widespread panic and issue lifesaving directives such as shelter in place and lockdown orders – especially in cases of radiological or biological incidents. Some areas of the County may remain inaccessible for long periods of time.

The County may also, through public health, issue restrictions on the use of contaminated food, contaminated public water supplies, and order protective actions be taken to prevent the spread of contamination. These actions may include:

- Isolation of contaminated victims
- Quarantines to restrict movement
- Closure of schools and businesses
- Restrictions on mass gatherings

Regardless of the speed and effort of responders and the County, an attack by WMDs will likely overwhelm the capabilities of Sonoma County to respond.

The County will make every effort to facilitate and support the efforts of first responders and state and federal agencies responding to WMD incidents within Sonoma County. Any WMD attack is likely to affect more than one operational area and response will be coordinated at the state or federal level.

3. ROLES AND RESPONSIBILITIES

The following sections identify County departments and agencies with roles in a terrorism response. The County recognizes that a terrorism response is a dynamic and unpredictable operation and there may be more groups active in a response; this list is specific to local government agencies with duties specific to terrorist incidents. Any agency or EOC branch not listed here is assumed to operate largely under their normal guidance per the EOP.

Duties listed here are largely in addition to those established in the County's Emergency Operations Plan

3.1 County Departments

3.1.1 Department of Emergency Management

The Sonoma County Department of Emergency Management (DEM) activates and manages the Sonoma County OA EOC when conditions meet appropriate criteria as defined in the OA EOP.

- Activate the Emergency Operations Center as needed
- Staff the EOC Director Position
- Support Alert and Warning efforts
- Implement the Continuity of Operations Program (COOP) as needed
- Establish and communicate policy regarding County staff reporting for assignments
- Lead and manage proclamations of local emergency
- Develop and maintain communication with the CAO and Board of Supervisors
- Liaise with Unified Incident Command and/or City EOC (if needed)

3.1.2 Sheriff

- Coordinate Operational Area and state/federal law enforcement efforts and resources
- Establish field Unified Command in coordination with the fire department
- Coordinate victim rescue with the fire department as needed
- Conduct crisis management, which may include investigation, tracking, and maintaining scene integrity
- Conduct hostage negotiations
- Mitigate explosive hazardous devices (detonation, rendering safe, isolating/identification of secondary)
- Perimeter security
- Manage site access control and law enforcement staging
- Conduct traffic/crowd control
- Direct evacuations
- Safeguard evidence
- Coordinate the Joint Hazardous Assessment Team (JHAT)

- Coordinate fatality management
- Conduct initial public information functions, arrange an initial media briefing location, and participate in Joint Information System or JIC when established

3.1.3 County Administrator Communications Team

Terrorist incidents raise significant issues regarding information sharing and dissemination. Security and confidentiality concerns will be weighed against operational needs and public interest in information dissemination to the public

- Assist in warning and providing information to the public
- Provide continual incident updates to the media
- Monitor rumors and provide information to correct misinformation
- Assist law enforcement in establishing a Joint Information Center, if warranted

As detailed in section 2.3, WMDs pose a unique public information challenge. In the event of a terrorist incident utilizing weapons of mass destruction, messaging should:

1. Emphasize information regarding the WMD/CBRNE incident, transmission, symptoms, prevention of exposures, control strategies and the public health system's response to the incident and guidance for the public
2. Provide detailed accounts of what is being done to address and control the WMD incident in order to reduce public anxiety.
3. Suggest specific steps people can take to protect themselves and their families should be provided, including sources for more information.

Note that WMD response protocols may require the use of isolation and quarantine methods, causing concern among affected people. It may also be necessary to explain why these public health measures may be necessary, to describe the legal considerations for implementing them, and the mental health issues that they can cause among affected people.

3.1.4 Health Services

A terrorist incident will likely strain the health system countywide. If the incident is biological, chemical, nuclear, or radiological, it will also require additional action and guidance from Public Health. Any terrorist incident will require extensive mental health counseling for victims, first responders, second responders, and the public at large.

The Department of Health Services should be prepared to:

- Coordinate with Medical/Health OA Coordinator (MHOAC) and Emergency Medical Services (EMS) to manage a potentially large influx of patients requiring specialized care and quarantine operations as needed
- Coordinate procedures with EMS and the Medical Reserve Corps (MRC) to obtain and integrate supplementary medical professionals
- Coordinate with cities for mass prophylaxis operations through Points of Dispensing as needed

- Direct behavioral health to coordinate with non-profit partners to provide immediate, sustained mental, spiritual, and behavioral health support.
- Augment health care providers in the event of a large-scale Mass Casualty Incident by enlisting the assistance of:
 - Law enforcement personnel
 - Pharmacists
 - Veterinarians
 - civilian volunteers
- Providing for adequate hospital decontamination capabilities
- During a WMD/CBRNE incident, the County/OA EOC Public Health Group will be responsible for advising the Public Health Officer and Management Section on health issues regarding:
 - Use of "Shelter in Place" or evacuation protective actions based upon public health issues
 - Isolation of individuals who pose an infectious hazard
 - Quarantine of affected areas and exposed individuals
 - Special precautions to avoid transmission of disease or exposures
 - Targeted or mass prophylaxis (vaccinations and/or medications)
 - Use of protective measures by the public
 - Closing of public transportation
 - Limiting public gatherings
 - Notification to healthcare providers
 - Necessity for decontamination prior to sheltering
 - Considerations when establishing safety perimeters around the site
 - Patient tracking for epidemiological services
 - Disease surveillance

3.1.5 Human Services Department

The Human Services Department will be responsible for opening and running reunification centers and providing Mass Care services as required during an emergency. Human Services may also provide casework support to the Family Assistance Center.

3.2 State Partners

3.2.1 California Governor's Office of Emergency Services

The California Governor's Office of Emergency Services (Cal OES) is responsible for standing up a Regional Emergency Operations Center (REOC) to support the Operational Areas with coordination of mutual aid requests, gathering situation status information, providing public information support and for providing technical expertise as needed. Cal OES directly reports to the Governor, providing updates and requesting resources as needed.

3.2.2 National Guard Civil Support Teams

The Weapons of Mass Destruction Civil Support Teams were established to deploy rapidly to assist a local incident commander in determining the nature and extent of an

attack or incident; provide expert technical advice on WMD response operations; and help identify and support the arrival of follow-on State and Federal military response assets.

The mission of Weapons of Mass Destruction Civil Support Teams (WMD-CST) is to support local and State authorities at domestic WMD incident sites by identifying agents and substances, assessing current and projected consequences, advising on response measures, and assisting with requests for additional military support. The State of California has two CSTs . They provide initial advice on what the agent may be, assist first responders in that detection assessment process.

3.3 Federal Entities

A description of how the State and Federal governments will work together is described in the *California-Federal Emergency Operations Center Guidelines*.

3.3.1 Department of Justice/Federal Bureau of Investigations

The Federal Bureau of Investigations (FBI) is the lead agency for all terrorist incidents within the United States. It leads the crisis management evaluation of an incident. The local FBI field office will coordinate the Federal threat assessment activities. It will also serve on California's State Strategic Committee on Terrorism (SSCOT). The FBI will activate the Joint Operations Center in the affected area and will coordinate the activities of all Federal, State and local agencies. More information can be found in the FBI's Chemical/Biological and Nuclear Incident Contingency Plans (unclassified versions).

3.3.2 Department of Defense

For threats involving military nuclear weapons, the branch of the military owning the weapon has jurisdiction. It will establish a National Defense Area when its weapons are involved. The Department of Defense (DOD) can also assist with security; device locating, deactivating and removal; and site restoration.

3.3.3 Federal Emergency Management Agency

FEMA coordinates the non-technical Federal agency emergency response and recovery from a terrorist incident, as requested by the State Office of Emergency Services (Cal OES), or as directed by the President during an Incident of National Significance. It is the Federal lead for the consequence management of an incident. FEMA administers disaster assistance programs provided under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended. The Act allows FEMA to provide assistance to individuals and to State and local governments to help them respond to, recover from, and mitigate against the effects of disaster.

3.3.4 Department of Energy

The Department of Energy (DOE) will coordinate nuclear aspects of assessment and search operations when the threat involves special nuclear material (fissile material) and, when requested, cases involving other radioactive materials. It will establish a

National Security Area when incidents involving non-Department of Defense materials are involved.

3.3.5 Department of Health and Human Services

The Department of Health and Human Services (DHHS) is the Federal lead agency for public health and medical support. It provides advice and information, and determines that illness, disease, or complaints may be attributable to chemical discharges. It can arrange for the Agency for Toxic Substances and Disease Registry (ATSDR) to assist in the evaluation of threats to human health and safety.

3.3.6 Department of Homeland Security

The Department of Homeland Security (DHS) is responsible for counter terrorism efforts, including detecting explosives in public spaces and transportation networks, helping protect critical infrastructure and cyber networks from attack, detecting agents of biological warfare, and building information-sharing partnerships with State and local law enforcement that can enable law enforcement to mitigate threats. DHS will play a coordinating role in a terrorist incident that has reached the Federal level.

VI. ANNEX MAINTENANCE, TRAINING, AND EXERCISES

Overview

This Terrorism and ASI Annex is a working document that will evolve in response to ever-changing threats. Ongoing exercises, training, evaluation, management and maintenance of this Annex will ensure that new hazards and changes in community demographics can be addressed. A well-developed training and exercise program is vital to ensuring overall readiness and preparedness. Training ensures personnel are prepared for their roles and responsibilities. Exercises test the capabilities, resources, and working relationships of responding agencies.

Plan Maintenance

The Annex will be reviewed and revised as necessary following an actual incident, exercise or major change in threat or resources in order. The Department of Emergency Management will lead responsible departments and agencies in reviewing and updating their portions of the Annex as required based on identified deficiencies experienced in exercises or actual incidents.

APPENDICES

Attachment A – Active Shooter Plan Template for an organization

1. Introduction

Effective response to an Active Shooter incident requires effective planning and role reinforcement through training for personnel caught in the incident, as well as for leaders and managers coordinating the response to the incident. Personnel in the vicinity of an Active Shooter may need to evacuate or shelter in place as conditions warrant. Organization leadership and managers coordinating the response to an active shooter incident need to be able to provide effective direction to personnel in the vicinity of the Active Shooter, provide clear situation information to first responders, and inform the public.

This Active Shooter Response Plan Template is designed to be a supplement to the *(Insert name of organization or facility)* Emergency Plan (EP). The template for this plan was developed by a working group comprised of Federal agencies, law enforcement professionals and experts in emergency management operations.

2. Purpose

This Active Shooter Response Plan provides instructions and guidance to effectively address the response of *(Insert name of organization or facility)* to an Active Shooter incident. The Active Shooter Response Plan provides guidance for developing and implementing procedures in response to an Active Shooter incident.

This Active Shooter Response Plan was prepared by *(Insert Name)*, *(Insert name of organization or facility)* Security/Safety Director and *(Insert Name)*, *(Insert name of County/City)* Emergency Management Director on *XX/XX/XX*. This document was prepared in coordination and cooperation with the following, and they have signed-off with their concurrence:

Chief of Police _____, & Staff _____ Police Department

Fire Chief _____, & Staff _____ Fire & Rescue

Sheriff _____, & Staff _____ Co. Sheriff's Office

Emergency Management Director _____

Emergency Medical Services Director _____

State Highway Patrol Captain _____, & Staff _____

State Bureau of Investigation _____, & Staff _____

FBI Special Agent in Charge _____, & Staff _____

County of Sonoma Emergency Operations Plan Annex:
Terrorism and Active Shooter Incident

Bureau of Alcohol Tobacco and Firearms

Area Substance Abuse Council

Federal Aviation Administration, Flight Standard Office

Other – if additional or different people, continue to list.

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3. Preparedness

An Active Shooter is an individual actively engaged in killing or attempting to kill people in a confined and populated place; in most cases, active shooters use firearms and there is no pattern or method to their selection of victims. Active shooter situations are unpredictable and evolve quickly. Typically, the immediate deployment of law enforcement is required to stop the shooting and mitigate harm to victims. Because active shooter situations are often over within 10-15 minutes, before law enforcement arrives on the scene, individuals must be prepared both mentally and physically to deal with an active shooter situation.

4. Relevant Plans

This section provides an overview of the plans, policies, and guidance documents that are applicable to the *(Insert name of organization or facility)*. Plans may be maintained by the County or City where the organization or facility resides.

A. *(Insert name of organization or facility)* Security and Safety Guideline Reference Manual

Insert a brief description of the (Insert name of organization or facility) owner's Security and Safety Guideline Reference Manual

B. *(Insert name of organization or facility)* Emergency Action Plan

Insert a brief description of the (Insert name of organization or facility) Emergency Plan.

C. *(Insert name of organization or facility)* Security & Safety Plan

Insert a brief description of the (Insert name of organization or facility) Security & Safety Plan.

D. *Other (as appropriate)*

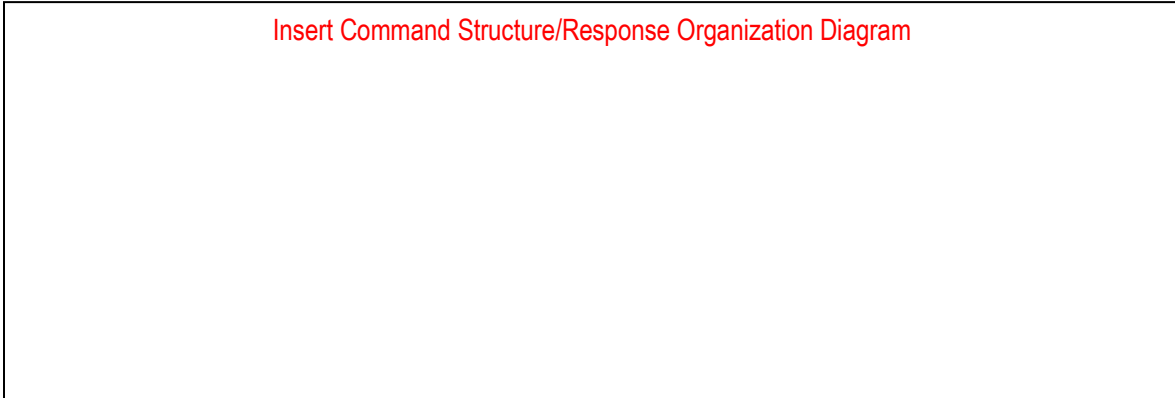
- *Reference other organization or facility plans.*
- *Reference County Plans (including Mass Casualty Plan).*
- *Reference City Plans.*

5. Command Structure/Response Organization

The Command Structure/Response Organization for an Active Shooter incident should mirror the normal Command Structure, as found in Section *(Insert Section Number)* of the Emergency Action Plan.

The diagram below, which depicts the command structure/response organization, is also included in the Emergency Plan.

Exhibit 1: Command Structure/Response Organization



A. Jurisdiction and Liability

- *Identify laws, ordinances, and authorities that affect active shooter response activities*
- *Identify any issues of liability associated with active shooter response activities*

B. Direction, & Control – Roles and Responsibilities

- *Define for each entity, designate & identify key personnel*

C. Local, State & Federal Assistance – Roles and Responsibilities

- *Define for each entity, designate & identify key personnel*

D. Surrounding Industry/Private Sector Assistance – Roles and Responsibilities

- *Define for each entity, designate & identify key personnel*

E. Local Transportation Structure – Roles and Responsibilities

- *Define for each entity, designate & identify key personnel*

6. Pre-Incident Planning

Active shooter incidents often begin and conclude quickly, leaving facility management and security officers little to no time to coordinate response procedures with law enforcement and employees. Facility readiness requires that managers develop and exercise response plans that apply general preparedness and response protocols to specific types of emergencies and facility capabilities (including security resources). Training and exercising the plan was a key finding of experts and facility managers who participated in active shooter exercises, allowing them to identify gaps, correct weaknesses, and validate their plan.

A. Develop Response Plans and Procedures

- Implement a comprehensive Emergency Action Plan that includes incidents beyond an environmental emergency, such as active shooter or suspicious package.
- Review and update the facility's Emergency Action Plan with assistance from law enforcement and emergency responders.
- Establish communication procedures for employees to report signs, flags, and threats of workplace violence.
- Establish alternative methods of communication with employees during an incident—including emergency notification system, e-mail, phone, cell phone, text message, and loudspeaker announcements.
- Determine how to estimate the impact of an incident on facility operations and communicate that to customers, the public, and law enforcement.
- Communicate with emergency responders to manage facility expectations of response capabilities.
- Conduct threat analysis, identifying “soft targets” and “choke points” where a shooter could inflict the most damage.

B. Employee Training and Awareness

- Training captures the development of skills and/or understanding through procedurally defined learning activities focused on a specific application. This component combines the types of training and exercises and the types of personnel trained.
- Train all employees on general emergency plans and those designed for specific scenarios.
- Train security personnel in providing guidance to employees in each scenario.

C. Prepare for an Incident

- Management:
 - Learn how to recognize potential workplace violence and suspicious behavior.

- Identify the location of the nearest exits, emergency call boxes, potential safe harbors, emergency response kits, and decontamination sites.
- Employees:
 - Become familiar with emergency procedures and regularly review checklists or materials provided on emergency procedures.
 - Identify who to call to report an incident and what information to provide about the situation.

D. Exercise Emergency Action Plans Regularly and Repeatedly

- Schedule regular drills, tabletop and functional exercises.
- Assess gaps in plans, exercises and training.

E. Establish a Relationship with Emergency Responders

- Involve emergency services responders from multiple agencies in facility training and exercises.
- Jointly map out incident management procedures and pre-identify a common, secure radio communication channel.
- Invite all emergency services responders to tour your site and provide details about the facility that will help responders to adjust their protocols if necessary.
- Gain a better understanding and awareness of the complexities involved in an integrated response to an incident, including law enforcement procedures and capabilities and the steps to preserving a crime scene.
- Educate law enforcement on the impact of a crime scene on business operations and restoration.

7. Incident Response Considerations

Active shooter incidents often begin and conclude quickly, and the incident may be at any location in the organization or facility. This leaves facility management and security officers no time to coordinate response procedures with law enforcement and employees. The response to a specific incident will depend on the circumstances unique to that incident. However, there are general procedures that apply to all active shooter incidents.

A. Employees:

- Report the incident:
 - If possible, call **911** or facility/organizational security _____
- Evacuate if possible

- Determine an escape route based on where an active shooter may be located.
- Leave your belongings behind. Keep your hands empty and visible at all times.
- Help others evacuate, if possible, but do not attempt to move the wounded. Evacuate even if others do not agree to follow.
- Move quickly to a safe place far from the shooter and take cover. Remain there until police arrive and give instructions.
- Remain calm. Avoid screaming or yelling as you evacuate.
- Follow all instructions of law enforcement.

- Shelter if necessary
 - Go to the nearest room or office and lock the door(s). If the door does not lock, wedge the door shut or use heavy furniture to barricade it.
 - Identify an escape route in the event you are directed to evacuate.
 - Close blinds, turn off lights, and cover windows.
 - Silence all noise, including cell phones, radios, and computers.
 - Have one person call 911, if it is safe to do so. Be prepared to answer the dispatcher's questions.
 - If it is not safe to talk, keep the phone on so it can be monitored by the dispatcher.
 - Stay out of sight and take cover behind large, thick items or furniture.
 - Do not open the door until the person can provide an identification badge.
 - Remain under cover until law enforcement advises it is safe to evacuate.
 - Positively verify the identity of law enforcement as an unfamiliar voice may be the shooter attempting to lure victims from a safe place.

- Take action, if you must
 - If there is no opportunity for escape or hiding, and only when your life is in imminent danger, attempt to disrupt and/or incapacitate the active shooter.

- Respond Appropriately When Law Enforcement Arrives
 - Remain calm and follow officers' instructions.
 - Raise your hands, spread your fingers, and keep hands visible at all times.
 - Do not run when police enter the vicinity. Drop to the floor, if you are told to do so, or move calmly out of the area or building.
 - Do not make quick moves toward officers or hold on to them for safety.
 - Avoid pointing, screaming, or yelling.

- Do not stop officers to ask for help or directions. Evacuate the building in the direction the officers arrived while keeping your hands above your head.
- For your own safety, do not get upset or argue if an officer questions whether you are a shooter or a victim. Do not resist, even if you are handcuffed and searched.
- Instruct employees to have badge visible on clothing

B. Facility Management and Security:

- Control Access and Account for Personnel
 - Do personnel have the ability to remotely lock buildings or deactivate card readers? How does that impact the need to account for employees?
 - How will management notify employees of the situation and its location?
 - How will personnel allow site and building access to emergency responders?
 - Account for full-time, part-time, and contract employees
 - Obtain the visitor log
 - Identify employees and visitors who are onsite
 - Identify employees and visitor locations
 - Is there a rally point designated for employees?
- Assist Emergency Responders
 - Use security technology, such as closed circuit television, to assist law enforcement in locating the victims and shooter(s)
 - Provide site and building maps, floor plans
 - Provide facility access to emergency responders
 - Ensure critical phone calls get through to security personnel
 - Provide extra radios for emergency responders
 - Ensure incoming emergency response personnel know where to stage
 - Ensure emergency responders are aware of any safety concerns as they enter process areas
- Manage the Perimeter
 - Assist law enforcement in establishing a secure perimeter
 - Control or prevent the entrance of the media
 - Establish a media center
 - Establish a safe location to stage evacuees
- Identifying Secondary Impacts
 - Identify additional shooters or other threats
 - Determine if the shooter has knowledge of the facility or its operations

- o If necessary, execute safe shutdown procedures

C. Communication Information

This section outlines the communication equipment, systems, and terminology used at the *(Insert name of organization or facility)* for communication among all personnel (i.e., local law enforcement, fire department, Emergency Management Agency, media, facility security, etc.).

- *Identify the systems used for communication among all personnel (i.e., venue personnel, facility security), and emergency response personnel (i.e., local police, fire department, etc.).*
- *Identify the channel(s) that are used for communicating among what particular groups.*
- *Identify the equipment used.*
- *Identify the terminology used to communicate between the different personnel at the organization or facility.*

D. Warnings, Messages and Signage

In order to notify employees and visitors of the events happening at the *(Insert name of organization or facility)*, Emergency Notification Messages need to be pre-scripted. This section includes information related to how messages will reach the employees and visitors, including sample Emergency Notifications, location and method of communicating warnings and messages, number and location of sirens, and lighting.

- *Describe the procedures for making Emergency Notifications.*
 - *Describe the procedure for broadcasting different messages to different areas of the organization or facility.*
 - *Describe the decision process to determine what announcement/message to provide to employees and visitors.*
- Emergency Notification Message
A sample announcement could be:

“Ladies and Gentlemen, we regret interrupting the event. There is no cause for alarm, but we have received information that necessitates that we gradually clear the stadium in _____ area. This is for your safety. As soon as we conclude our investigation of the situation, this event will continue. Again, we apologize for any inconvenience. Please follow the directions of the stadium personnel who will direct you through to the exits most convenient to your location.”

- Communication of Warnings

List information about how warnings are communicated to employees and visitors.

- *Describe how messages reach employees and visitors.*
 - *Include: cell phone text messages, public address systems, computer messaging, audible alarms, etc.*
 - *Ensure each employee has an emergency contact card with next of kin and blood type listed*
- Other

E. Physical Resources

This section outlines the process for determining the necessary supplies, resources and equipment that should be available and readily accessible for utilization during an active shooter incident.

- *Prepare a needs assessment regarding the equipment and resources that might be required to deal with an active shooter incident.*
- *Prepare necessary documentation (i.e., directives, orders, guides, MOUs) to execute an incident response.*

F. Activation, Staging, and Mobilization

The organization or facility Emergency Plan should contain guidance and procedures for the activation and mobilization of staging areas associated with an emergency. There should be separate staging areas for emergency responders and evacuees or victims of the active shooter incident.

Information should be provided on the preplanned location(s), personnel, equipment (i.e., decontamination, air monitoring), and other resources needed for activating, operating and demobilizing a staging area.

G. Mass Care and Family Assistance

The organization or facility Emergency Plan should contain guidance and procedures for Mass Care/Family Assistance (a scalable Emergency Support Function 6) once the evacuees or victims have been transported to staging area(s). Health and medical support for the evacuation of casualties should encompass the organic medical response assets of the organization or facility, in addition to incorporating the local Emergency Management Services (EMS) authorities' Mass Casualty Plan.

H. Health and Medical Support

The organization or facility Emergency Plan should contain guidance and procedures to address health and medical support needed at the staging

areas during an emergency incident. The organization or facility should participate in the local community's Mass Casualty Plan through mutual aid agreements between the organization, local EMS and local hospitals, and home care agencies that comprise the community Mass Casualty Plan.

- *Develop mutual aid agreements*
- *Participate in community Mass Casualty Plan*

I. Incident Recovery Considerations

- Address Victims and Families
 - Established a family hotline
 - Assist with victim identification
 - Gather information related to victim identities, extent of injuries, and what hospitals are being utilized
 - Notify the family members
 - Use personnel who are specifically trained for this responsibility
 - Procure counselors for employees and families
 - Develop an action plan to handle concerns about returning to work
- Communicate Internally
 - Develop instructions for management to give to employees
 - Develop a plan for communicating the information
 - Consider if employees should return to their homes, remain onsite at a specified location, go to another site, etc.
 - Determine how facility personnel will communicate with families
- Communicate Externally
 - Identify the designated official for responding to media inquiries
 - Determine what information and details facility personnel will provide to the media that will ease community concerns without inciting panic or hindering the investigation
- Continue Business Operations
 - Implement business recovery/continuity plans
 - Make re-entry decisions after site is released by law enforcement
 - Provide safety and security debriefings
 - Fill positions of deceased and injured employees
 - Take actions to ensure employees feel safe
 - Determine how the facility will continue operating with limited production or with certain areas of the facility designated a crime scene
 - Determine how the stage of the facility—shutdown, idle, restoration—affects protocols

8. Post Incident Review/After Action Review Process

This section provides on an overview of the After Action Review (AAR) Process. *An AAR should be conducted immediately following an exercise or incident and should involve representatives from each participating agency. This should include information on the major events, all lessons learned, and review any new initiatives developed or identified during the exercise or incident. The AAR should also include a discussion of all techniques, tactics, and procedures utilized during the exercise/incident to include what went right and what went wrong. Following the AAR meetings and discussion, an After Action Report/Improvement Plan (AAR/IP) should be written which identifies areas that require improvements, the actions required, the timelines for implementing those improvements, and the organization and party responsible for this action.*

9. Program and Plan Maintenance

The Active Shooter Response Plan will be maintained, reviewed, and updated following the Emergency Plan's preparedness cycle that includes planning, training, exercising/responding, evaluating and mitigating. All stakeholders should participate in each phase of this cycle to ensure that the plan reflects the current operational strategies, organizational structures, and methodologies utilized by response personnel. Following each event, training, or incident, an evaluation of all response actions and in-place mitigation measures should be performed. This will allow for the identification of areas to be sustained, improved, or added to enhance the organization or facility overall preparedness.

This section provides an overview of how to utilize the preparedness cycle for maintenance of the Active Shooter Response Plan.

A. Program Maintenance

- *List the annual training, exercises, and drill plan.*

B. Plan Maintenance and Revision

- *List the maintenance and revision plans.*

Attachment B – Sample Proclamation, County

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CITY OF SAN BERNARDINO
STATE OF CALIFORNIA
PROCLAMATION OF A LOCAL EMERGENCY
(By the Mayor as the Executive Director of Emergency Services)

WHEREAS, California Government Code section 8630 and San Bernardino City Charter Section 50, and San Bernardino Municipal Code Sections 2.46.010, et seq. empower the Mayor as the Executive Director of Emergency Services of the City of San Bernardino to proclaim the existence or threatened existence of a local emergency when the City of San Bernardino (“City”) is affected or likely to be affected by a public calamity and the Common Council is not in session; and

WHEREAS, the Mayor as Executive Director of Emergency Services of the City does hereby find:

WHEREAS, on December 2, 2015, at or about 11:04 a.m., a terrorist attack occurred at the Inland Regional Center within the City of San Bernardino, located at 1365 S. Waterman Ave., San Bernardino, and a significant number of County employees, specifically in the Environmental Health Services (“EHS”), a division of the County’s Department of Public Health, were victims in a mass shooting; and this terrorist attack has devastated the City of San Bernardino, the County of San Bernardino (“County”) and the state of California; and

WHEREAS, the terrorist attack has impacted all of EHS’s 97 employees, ended the lives of 14 individuals, injured an additional 21 individuals, and the remaining EHS employees are currently off work for an unknown period of time; and

WHEREAS, the health and welfare of the citizens of the City as well as that of City employees is of paramount importance to the Mayor and Common Council and the City Administration; and

PROCLAMATION OF LOCAL EMERGENCY

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WHEREAS, existing conditions have exceeded the resources of the City of San Bernardino, causing the City to request resources from the State of California, County of Riverside, County of Orange and the County of Los Angeles for time periods that will extend into the first quarter of 2016; and

WHEREAS, the terrorist attack has depleted the resources of local law enforcement and fire agencies as a result of their ongoing provision of infrastructure protection, immediate response to continuous bomb threats and a heightened security presence throughout the County and particularly at all County facilities; and

WHEREAS, the City is actively involved with the ongoing investigation of the terrorist attack with the Federal Bureau of Investigation, San Bernardino County Sheriff's Department, and other assisting agencies; and

WHEREAS, the Common Council of the City of San Bernardino is not in session and cannot immediately be called into session;

NOW THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency exists throughout the City of San Bernardino;

IT IS FURTHER PROCLAIMED AND ORDERED that all City departments and agencies take those actions, measures and steps deemed necessary to provide ongoing services to the City citizens, and to assure the safety and welfare of City employees, residents and property, including requesting mutual aid to the extent such aid is reasonably necessary;

IT IS FURTHER PROCLAIMED AND ORDERED that a copy of this proclamation be forwarded to the Director of the California Governor's Office of Emergency Services and that the Director be requested to find it acceptable in accordance with State law and that the Governor of California, pursuant to the Emergency Services Act, be requested to issue a State of Emergency and that he afford the City the benefit of recovering its costs as a result of the terrorist attack.

PROCLAMATION OF LOCAL EMERGENCY

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IT IS FURTHER PROCLAIMED AND ORDERED that the Governor of California be requested to make available all relevant funds to the City and all eligible community members and businesses, including but not limited to, California Disaster Assistance Act funds and, State Private Nonprofit Organizations Assistance Program funds.

IT IS FURTHER PROCLAIMED AND ORDERED that the Governor be requested to forward a copy of this proclamation to the President of the United States to seek a Presidential Declaration of a Federal Emergency and make all relevant funds available to the City of San Bernardino and all eligible community members and businesses, including, but not limited to, aid provided by the Small Business Administration as well as terrorism funds to help the County of San Bernardino and the City of San Bernardino to keep the high level of response, recovery, and mitigation measures necessary to make our communities resilient from this disaster.

BE IT FURTHER RESOLVED that federal and state agencies are requested to provide financial and other assistance to victims and their families, business owners and local governments in the City and County to help them mitigate the present and future conditions.

Dated: _____

Time of Signing: _____

By: _____

R. CAREY DAVIS
Executive Director of Emergency Services and
Mayor of the City of San Bernardino

PROCLAMATION OF LOCAL EMERGENCY

Attachment C – Essential Elements of Information

The following information should be established as soon as possible in any terrorist response.

- Location of actual or suspected terrorist incidents
- Approximate number of victims and types of injuries
- Type of incident (chemical, biological, radiological, nuclear, explosive, active shooter, hijacking, cyber terrorism)
- Warning or critical messages that need to be communicated to the public
- Restrictions on information to be released
- Wind direction and weather conditions
- Requirements for evacuations and estimated number of people displaced
- Current status of responding departments and agencies
- Incident objectives
- Status of communication systems, critical public buildings, and other infrastructure
- Status (open, partial closure, or full closure) of roads, bridges, major surface streets, and public transportation systems
- Location and status of evacuation centers or shelters
- Critical resource shortfalls impacting public safety
- Location and operational status of all Department Operations Centers
- Status of all City government staff
- Availability of consequence management support and need for any specialized support not readily available at the local level

Attachment D: Sample Public Information Messages for an Active Shooter Incident

Key Message #1: Safety is the top priority.

- *Our first priority is safety of the [students/public] at [the location of the threat].*
- *We have systems in place for this kind of situation (e.g., school resource officers and response plans).*
- *We are providing support to the [school/business] as needed.*

Key Message #2: Law enforcement is responding appropriately.

- *Authorities are investigating the rumor/threat.*
- *Law enforcement officers are coordinating with the [school/business] to investigate.*
- *We will share more information as it becomes available.*

Key Message #3: Actions you should take include ...

- *Stay home; don't go to the scene.*
- *Turn to reliable sources for additional information. [Name some sources.]*
- *Help stop the spread of unverified rumors.*