

Active Shooter Coordination

Deborah R. Zimmerman

Pompano Beach Fire Rescue, Pompano Beach, Florida

CERTIFICATION STATEMENT

I hereby certify that this paper constitutes my own product, that where the language of others is set forth, quotation marks so indicate, and that appropriate credit is given where I have used the language, ideas, expressions or writings of another.

Signed: _____

Abstract

The problem was, the City of Pompano Beach Fire Rescue Department has not aligned an active shooter disaster response plan with law enforcement and the community. The purpose of this research was to create a policy that collectively coordinates the City of Pompano Beach active shooter disaster response with law enforcement and the community to maximize the number of survivors. Action methodology was used to guide this study. The research questions were: (a) What are the processes for the City of Pompano Beach Fire Rescue Department to collectively coordinate its active shooter disaster response plans with law enforcement and the community to maximize the number of survivors? (b) What factors have contributed to interagency gaps in aligning an effective active shooter disaster response plan? (c) What law enforcement policies can align the active shooter disaster response plan with the community and the City of Pompano Beach? The procedures included a personal observation during an inter-agency active shooter drill and two interviews. The results indicate that active shooter disasters are an epidemic that affects everyone in the community and requires communication, training and extensive pre-planning to maximize survivors. Active shooter mitigation recommendations begin with diligent and committed people, time, money and resources dedicated to the problem. Recommended strategies included an analysis of the gaps consistent with preplanning entities such as communication, collaboration and cooperation.

Table of Contents

Abstract.....3

Table of Contents.....4

Introduction.....5

Background and Significance.....6

Literature Review.....10

Procedures.....12

Results.....13

Discussion.....19

Recommendations.....23

Reference List.....27

Appendix A: Interview Spill.....29

Appendix B: Interview DiMaggio30

Appendix C: Personal Observation Active Shooter Response Drill.....32

Appendix D: Active Shooter Response Standard Operating Procedure.....33

Active Shooter Coordination

The term “Active Shooter” is defined as an individual actively engaged in killing people in a confined space or populated area. These situations are unpredictable, terminate within about 15 minutes, evolve rapidly and in most cases involve firearms with no specific pattern to victim selection (United States Department of Homeland Security, 2012). An active shooter usually is heavily armed, will kill until confronted by law enforcement and intends to shoot the most number of people in a short period of time (Ludwig, 2012). Active shooter incidents have recently become more plentiful and have emerged as an area of escalating concern among law enforcement, the community, educators, first responders, EMS and fire departments. Common motives of these incidents involve anger, revenge, disenfranchised loners, ideology, mental illness and others (United States Department of Homeland Security, 2012 b).

Active shooter incidents are receiving increased national attention since the tragedy at Columbine, Virginia Tech and Sandy Hook Elementary School. There is an unprecedented increase in the scale and frequency of this violence. Elected officials are recognizing the importance of strategic plan development and interagency training. The City of Pompano Beach Fire Rescue Department currently has no standard operating procedures in place in response to an active shooter incident.

The problem was, the City of Pompano Beach has not aligned its active shooter disaster response plan with law enforcement and the community. The purpose of this research was to create a policy that collectively integrates the City of Pompano Beach active shooter disaster response with law enforcement and the community to maximize the number of survivors. The research questions were: (a) What are the processes for the City of Pompano Beach Fire Rescue

Department to collectively coordinate its active shooter disaster response plans with law enforcement and the community to maximize the number of survivors? (b) What factors have contributed to interagency gaps in aligning an effective active shooter disaster response plan? (c) What law enforcement policies can align the active shooter disaster response plan with the community and the City of Pompano Beach? Action Research was the methodology used to guide this study.

Background and Significance

Joint training exercises, pre-incident preparation and pre-established standard operating procedures are necessary among disciplines to form a seamless approach to an active shooter violence incident. Across the nation, law enforcement is training for active shooter incidents in a jurisdiction almost every day. The International Association of Firefighters (2013) recent news alert indicates present threat and obvious needs for all organizations involved, to work together during active shooter incidents. The executive board released position statements in reaction to changing paradigms and Standard Operating Procedures for fire departments that respond to active shoots events. Inclusion of multi-disciplines in this training is scarce. A narrow focus in mitigating active shooter incidents restricts effectiveness. A trusting, mutually respectful relationship among agencies is necessary. As active shooter incidents become more hostile, employment of collaborative approaches between law enforcement, fire departments, hospital and schools around the nation are increasing (Ludwig, 2012). A recent survey conducted by The International Association of Fire Chiefs concluded that 76% of the nation's fire departments do not have active shooter policies or training programs, and many fire departments are looking for assistance and guidance (Roberts, 2013). The gaps occur when interagency cooperation, coordination and collaboration is deficient. It is imperative to train and plan with a multidisciplinary approach by inclusion of law enforcement, fire departments, emergency

medical services, educational systems and building code officials. The Department of Homeland Security, in the wake of several recent shooting disasters has developed a document suggesting inclusion of fire, law enforcement, ATF, FBI, Customs and Border Control (Roberts, 2013).

Government guidance including protocols, equipment and terminology related to active shooter violence supports relationships between agencies, (Roberts, 2013).

Active shooter preplanning locally and nationally is important to fire fighter safety. First responders must be prepared to protect themselves and maximize survivors (Roberts, 2013). The National Fallen Firefighters Life Safety Initiative #12 updated the acknowledgement of risk to firefighters during violent incidents (National Fallen Firefighters Foundation, 2012). The authors of the report strongly believe that active shooter response policies should be enacted with emphasis on pre-planning with law enforcement. Due to poor planning, there have been multi casualties during active shooter incidents. Lack of preparedness leads to the potential for more than a necessary amount of victims. Additionally, a higher level of situational awareness by fire department responders and collaboration with dispatchers are suggested to improve response (Roberts, 2013). Questions such as how to respond and where to stage can be answered by training and preplanning. Fire departments must remain current with culture and environment and accept the fact that violent incidents and firefighter risk are trending upwards.

Law enforcement has gravitated from the old response method of waiting for well armed and trained SWAT teams to arrive to the scene of an active shooter incident to a more accepted Immediate Action Rapid Deployment (IARD) (Morrissey, 2011). The fire department response is much less clear and defined although it is understood that rapid response decreases the morbidity and mortality rate (Morrissey, 2011). Training with law enforcement is a top priority

because aggressive, safe and effective medical care early in the event while the patient is viable is necessary (Morrissey, 2011).

The United States Fire Administration (U. S. Department Of Homeland Security, 2012c p. 13) operational objectives below are supported by this study:

- 1.) Improve fire and emergency services' capability for response to and recovery from all hazards.
- 2.) Improve local planning and preparedness
- 3.) Reduce risk at the local level through prevention and mitigation
- 4.) Improve fire and emergency services' professional status

Pompano Beach Fire Rescue's goals to maximize the number of survivors during a violent mass casualty disaster are imperative and participation in the multiagency active shooter drill support objective #1. Pre-planning by designing standard operating procedures for fire department response to active shooter incidents, opening the lines of communication and drilling at educational facilities with local law enforcement is directly in alignment with objective #2. Collaborative training, multidisciplinary communication and cooperation between agencies support all of the objectives. Strategies to increase community awareness about how to react and the current methods recommended in active shooter incidents are discussed in this study, which supports objective #2. Objective #3 is supported through public education by teaching the community active shooter incident response methods, how to recognize high-risk potential violence and mental illness. This research supports objective # 4 by displaying emergency responder dedication and commitment to public safety. For example, training and drilling for disasters consumes time, resources, organization and multiple efforts for administrators and

participators. The community relies on emergency services to lead the way during disastrous events.

A shift from traditional mass casualty patient care to aggressive tactical combat casualty care has become evident, as past lessons have been learned. Continuous patient care beyond threat termination training allows the goal to be successfully accomplished. The community, with the help of coalitions and partnerships, will become more educated and aware of the importance of situational awareness and improved response tactics. The nation has recognized and acknowledged the increased violence problem.

Active shooter attacks in recent years have gotten more dangerous (New York City Police Department, 2012 p.9). Solutions to the problem require involvement from the community, first responders and the medical field, or anyone who could be exposed to an active shooter incident.

This research relates to terminal objectives from the student manual (U. S. Department of Homeland Security, 2012a) in several ways. Specific content of the Executive Analysis of Fire Service Operations Management course (U. S. Department of Homeland Security, 2012a) is linked to this research by class preparation in the administrative functions necessary to manage the operational component of active shooter multidisciplinary coordination. A Community Hazards Emergency Response-Capability Assurance Process Matrix (U. S. Department of Homeland Security, 2012a) was conducted to analyze the City of Pompano Beach Fire Department's level of preparedness for all hazard incidents. Three dimensions that were deficient were identified and the emergency management roles were addressed (U. S. Department of Homeland Security, 2012a). Class material such as National Incident Management System concepts (U. S. Department of Homeland Security, 2012a) and

interoperability, characteristics of effective organizations provided the author with a broad outlook on preparing Pompano Beach Fire Rescue for active shooter violence disasters. Class materials outlined the importance of communication as the lifeblood of an organization (U. S. Department of Homeland Security, 2012a).

From an organizational perspective, there is sufficient evidence to justify this research based on the risk and capability assessments. The City of Pompano Beach has not planned, collaborated, communicated, trained or cooperated with the multi-disciplines necessary in active shooter mitigation. This research is justified because multidisciplinary planning, communication, collaboration, coordination is the foundation of disaster mitigation (Vernon, 2010).

Literature Review

The literature review began at the Learning Resource Center at the National Fire Academy. A diverse array of journal articles, bulletins, research papers, reports and dissertations were available for perusal. The author signed up for daily e-mail notification on current active shooter articles, news, publications, books and blogs on search engine Google. This maintained immediate up to date information on the chosen subject matter. Informational material was available on the Internet related to active shooter operating procedures already in place throughout the nation. Each day during the course of this study, an article from Google popped up about federal, state and local agencies preplanning and training for active shooter violent disasters. For example, the FBI is hosting table top exercises and conducting thousands of chief's meetings around the nations to prepare for an active shooter incident (Federal Bureau of Investigation, 2013a & b). Master thesis papers we reviewed and expanded upon (Renaud, 2010) and (Atwater, 2012). Pompano Beach Fire Rescue's (2010) Strategic Planning documents

were analyzed. The plan states the City of Pompano Beach's (Pompano Beach Fire Rescue, 2010) goal to be the safest mid-sized city in the State of Florida with life safety as a critically important priority. An active shooter standard operating procedure and measures to minimize the number of deaths is directly in line with the priorities outlined in the City of Pompano Beach's Strategic Plan (Pompano Beach Fire Rescue, 2010). The City of Pompano Beach's Emergency Medical Service's plan and protocols (Greater Broward EMS Medical Director's Association, 2012) assisted in designing a framework of material to refer to. The protocols referenced were Medical Communications, Behavioral Emergencies, Mass Casualty Incidents, Adult and Pediatric Trauma Transport and Crime Scene Management.

In conclusion, there is a list of federal reference materials related to active shooter disasters such as the Department of Homeland Security's (2012) Active Shooter Response Plan. The plan is a guide for the public to consider evacuation, hide out or take action and how to respond when law enforcement arrives on scene (United States Department of Homeland Security, 2012b). Additionally, it provides a guide to recognition of potential workplace violence (United States Department of Homeland Security, 2012b). Federal Emergency Management Agency's (United States Department of Homeland Security, 2012b) guide on what you can do in active shooter situations is helpful public information. The Federal Bureau of Investigation, Department of Justice, Department of Education, Department of Health and Human Services (Federal Bureau of Investigation, 2013a) is collaboratively in agreement that all agencies are needed in effectively mitigating active shooter incidents. Current literature recommends first responding law enforcement personnel neutralize the shooter rapidly to minimize death tolls (Federal Bureau Of Investigation, 2013b).

Procedures

The procedures were compiled from an array of lessons learned that have occurred throughout the country (New York City Police Department, 2012), (United States Department of Homeland Security, 2012), (Federal Bureau Of Investigation, 2013). A personal interview at the Pompano Beach Fire Department was conducted with Emergency Manager Kim Spill (personal communication, April 15, 2013). The City of Pompano Beach Emergency Manager consistently drills, trains, evaluates and participates in regional disaster management such as active shooter and crisis situations. She was chosen for the interview for her knowledge and several years of experience in disaster management with the City of Pompano Beach. The interview was conducted at Pompano Beach Fire Station 24 on April 15, 2013. Interview questions asked of Emergency Manager Kim Spill focused on the research questions (Appendix A).

A telephone interview was also conducted with Broward Sheriff's Office, Major Mike DiMaggio (personal communication, April 12, 2013). Major Mike DiMaggio was chosen for his leadership, years of experience and expertise in Broward Sheriff's Office Special Weapons and Tactics. Interview questions asked of Major Mike DiMaggio focused on the research questions (Appendix B). The interview questions asked of Major Mike DiMaggio also focused on the collaborative inter-agency approach to mitigation of active shooter incidents.

A personal observation (Appendix C), on April 26, 2013, from 8:15 AM to 2:00 PM, a previously arranged, preplanned Special Weapons and Tactics active shooter drill at the Pompano Beach High School was conducted. The majority of observations were made from the medical tent in front of the school where Pompano Beach Fire Rescue personnel conducted patient transfer from Broward Sheriff's Office Special Weapons and Tactics paramedics. The drill was selected to assess the performance of the involved agencies and determine what gaps

occur. Agency procedures were observed so that an effective multiagency plan could be realigned and coordinated to mitigate an active shooter incident. Skills and abilities of first responders such as the Broward Sheriff's Office Special Weapons and Tactics Paramedics and the Pompano Beach Fire Rescue response units were evaluated for effectiveness on interagency collaboration, coordination and communication (Appendix C). Several activities occurred simultaneously during the drill at several different locations. Some limitations to observations exist. Most of the observations occur in the patient care arena where transfer from law enforcement, triage, treatment and transport take place. There are an infinite number of processes to coordinate active shooter disaster response plans and a minimum number of personnel to conduct the tasks. This study's limitations focused on a narrow portion of what needs to be done in a rapidly changing community.

Results

Attendance at the National Fire Academy's Executive Analysis of Fire Service Emergency Operations Management course in March of 2013 provided the a framework and concepts necessary to implement a local interagency plan to mitigate active shooter disasters. Class exercises in disaster preparedness provided an understanding of the necessary procedures to mitigate a large-scale disaster. The data collected for this study was compiled from two interviews and a personal observation of an interagency active shooter response drill. The first research question was (a): What are the processes for the City of Pompano Beach Fire Rescue Department to collectively coordinate its active shooter disaster response plans with law enforcement and the community to maximize the number of survivors?

Emergency Manager Kim Spill (personal communication, April 15, 2013) (Appendix A) indicated in response to her interview question (a): What is needed to prepare the City of

Pompano Beach for an active shooter incident? “Your study is timely. I have just received notification from the Broward County Emergency Management Council that has passed a mass notification policy request. An ad hoc committee has been formed to accomplish this task to include the Broward Sheriff’s Office, Fire, Emergency Medical Services, and the Broward County School Board. We are not prepared without interagency communication, and span of control. We must take a multidisciplinary approach to active shooter disasters. For example, how are we looking at mental health issues in the community?” Emergency Manager Kim Spill responded to the second interview question (b) which was: What internal and external resources are available to enhance the City of Pompano Beach Fire Rescue response to an active shooter incident? Spill replied, “Emergency managers and the Broward County School Board must cross train and preplan. Establishment of cross contacts and coordination of emergency operation plans are necessary.”

Major Mike DiMaggio (personal communication, April 12, 2013) (Appendix B) responded to interview question (c): What resources in Broward County can be used to mitigate an active shooter incident response? DiMaggio stated, “It’s important to integrate the fire department into law enforcement training. We are having a Rapid Response SWAT Team active shooter drill at the Pompano Beach High School at the end of the month.” The author and Major Mike DiMaggio agreed that the Pompano Beach Fire Rescue Department should participate in the drill and arrangements were made.

On April 26, 2013, Pompano Beach Fire Rescue collected the data to answer research question (b) which asked: What factors have contributed to interagency gaps in aligning an effective active shooter disaster response plan? The Pompano Beach Fire Rescue participated in the interagency active shooter drill on April 26, 2013. The following observations Appendix C

were made to support research question (b) about interagency gaps. The Pompano Beach Fire Rescue supplied highly trained, skilled personnel to accept, treat and transport the injured victims from Broward Sheriff's Office's Special Weapons and Tactics medics in the armored truck in the warm zone. Resources were not used to the fullest extent as resources were overlooked or forgotten during the drill. For example, personnel representing the Pompano Beach Fire Rescue were available to handle unified command post personnel assignment positions, supply medical equipment, tents, tarps, trained personnel and more. Law enforcement overlooked using available resources to their fullest capacity during the drill. Pompano Beach personnel provided triage, treatment and transport during the drill as a necessary process to maximize survivors. An interagency communication gap was recognized and mitigated by maintaining good communication and resource recognition between agencies. Avoiding communication gaps are crucial to ensure patient care. Information such as patient condition, location of transfer for triage and patient transportation locations are necessary. Quality medical care and tracking which hospital facility each patient was transported to was additionally observed as important processes involving the interagency gaps that must be aligned in active shooter mitigation. A realistic, physically interactive drill that incorporated several disciplines allowed interagency coordination, cooperation and collaboration to mitigate an active shooter incident. Several observations during the active shooter drill emerged with improving performance and maximizing survivors in mind (Appendix C). One of the most important priorities for fire rescue during the incident was to closely track the location where injured victims get transported. The drill data collected during the observation found that interagency communication, collaboration and cooperation can be strengthened by participation in interagency training. For example, transportation of victims to the hospital was handled

expeditiously and efficiently. Patients involved in the scenario were tracked and recorded with multi-casualty incident tags. Communication between agencies was observed so that the maximum number of survivors ensued and resources were used efficiently. Victim treatment, patient packaging and transfer from law enforcement were assessed. Areas during the event where resources were scarce or unsafe were noted during the drill. As observed in the drill, consolidation of resources such as personnel and equipment are improvements that identified existing gaps in active shooter mitigation.

To address the research question (b), DiMaggio (personal communication, April 12, 2013) was asked interview question (d): What is the likelihood that an active shooter incident will occur in Broward County? Major Mike DiMaggio (personal communication, April 12, 2013) (Appendix B) stated, “We are a major municipal area with a large population. Your geographical area doesn’t matter. An incident like this occurred in an Amish school in Pennsylvania not too long ago.” Major DiMaggio indicated that gaps in response plans begin with agency complacency due to the absence of recognition that an active shooter incident within it’s jurisdiction can occur. Major DiMaggio’s response to interview question (e): How well prepared do you feel our community is in handling an active shooter incident? (Appendix B). Major DiMaggio went on to say, “If graded, the Broward Sheriff Office is an A or B because of the rapid response training program. SWAT trains on when to wait or not wait to neutralize the shooter. Response times are a key issue and improved by feet on the ground in a state of readiness and rapid response. Budget issues are a limiting factor as with any special operations team in government. Private schools are well equipped.” It was agreed that both agencies would benefit by integrating collectively in an active shooter drill at the local Pompano Beach High School (Appendix C).

The data as a result of the drill identified several interagency gaps. Shortcomings included the absence of sufficient fire rescue units and personnel to handle a large volume of patients needing critical care in a minimal amount of time. Other disparities included the need for quality communication at the unified command post. Personnel designations and common terminology among various disciplines were a challenge. Major Mike DiMaggio expressed his ultimate concern about rapid victim evacuation and how to get them efficient critical care.

Responders interacting in the drill identified other gaps that can assist in multi agency alignment. Questions about which resources are available for the incident and who has the authority to activate the resources such as helicopters, federal agencies and equipment were shared. For example, the Emergency Medical Services personnel asked the question during the drill, “When are the Emergency Operations Center and the Red Cross activated and who is responsible for notification of these agencies?”

A study of historical events, patterns and effective methods used by other areas of the world assisted in improved decision making congruent with a multidisciplinary plan to mitigate active shooter incidents. As a result of the drill, it was noted that the absence of Standard Operating Procedures for Active Shooter Incidents do not allow cohesive interagency disaster response plans to occur. Therefore, additional responder questions arose during the drill about unfamiliar radio designations and unfamiliar terminology when referencing tactical and medical considerations. Law enforcement parked their vehicles in essential medical transport areas, which caused congestion and difficulty with patient transport. The City of Pompano Beach Fire Rescue learned to pre-designate and protect traffic lanes for the purpose of patient transport to medical facilities. Effective active shooter emergency planning includes the importance of understanding and practice on Multicasualty Incident procedures and how to use the tags

effectively. As a result of the active shooter drill, it was noted during the observation that a few patient Multi Casualty Incident tags were misplaced and improvements in their use were necessary.

During the drill, it was observed that the medical group during disasters must be experienced enough to foresee in advance what the patient handling capacity capabilities are for the number of medical responders and equipment resources available. If there are not enough resources, medical must recognize and plan ahead for additional resources. For example, it was determined during the personal observation of the drill that there was a need for more tents and triage areas to protect responders and victims from the elements. Overall, the drill was very interactive but the need for a standard operating procedure resource between agencies was evident.

Research question (c) asked: What law enforcement policies can unify and integrate a cohesive active shooter disaster response plan with the community and the City of Pompano Beach? To answer this research question, interviewee Major Mike DiMaggio, (personal communication, April 12, 2013) responded to interview question (a) In policy implementation of an active shooter incident response, what are the top three priorities in fire department procedures, which will assist the Broward Sheriff's Office in mitigation of this type of disaster? Major DiMaggio explained that unified command and communication at the command post was necessary. Additionally, obtaining secondary response to expeditiously treat the injured was critically important. When responding to the next interview question (b): What do you feel is necessary to improve interagency response to an active shooter incident in Broward County, Major DiMaggio indicated, "Our first priority is to shoot the suspect then treat the injured.

Secondary response units are necessary to handle the parents and family members, media and set up communications at the command post.”

An Active Shooter Standard Operating Procedure draft was developed for the City of Pompano Beach Fire Rescue Department in an effort to provide a resource for emergency responders, law enforcement, hospital and school districts. (Appendix D). As active shooter training, dedication and experience progresses, a detailed, cohesive standard operating procedure can emerge to fulfill the goals necessary to provide proficient public safety on a multi agency basis.

Discussion

Research showed the necessity for training and preparation in active shooter incident mitigation (Roberts, 2013). This research aligns with accumulated literature by examining what processes are needed to collectively coordinate active shooter response plans with law enforcement and the community. The factors that have contributed to interagency gaps in communication, collaboration and coordination between disciplines were compiled. Law enforcement policies and behaviors were assessed to unify a response plan with the City of Pompano Beach.

It was evident upon observation of the interagency active shooter drill that the problem of misaligned active shooter disaster response plans between the City of Pompano Beach and local law enforcement is the result of contrasting responsibilities and the absence of interagency communication, coordination and collaboration. The gathered data from the interviews with Major Mike DiMaggio (personal communication, April 12, 21013) and Emergency Manager Kim Spill (personal communication, April 15, 2013) (Appendix A & Appendix B) in this study reflects that the recent increased number of mass shooting trends demonstrate the necessity for

local, regional, state and federal resources to preplan and collaborate for effective response to active shooter incidents, (FEMA, 2013). The absence of standard operating procedures in Broward County Sheriff's Office and Pompano Beach Fire Rescue demonstrated the lack of preparedness at the local level. Function and responsibility must replace the historical attitudes of active shooter incident safety, (Vernon, 2010). Emergency Manager Kim Spill emphasized the importance of preplanning for disasters during her interview (Appendix A).

No children have died in a U.S. school fire (excluding dormitories) in over 25 years. In the same period, 200 children have died from active shooters, (Vernon, 2010). Preplanning and preparation for these events are resisted and denied, (Vernon, 2010). A Terrorism Task Force that consists of a multiagency planning group is necessary in any size jurisdiction, (Vernon, 2010). Emergency Manager Kim Spill corroborates the recommendations by the Federal Emergency Management Agency (FEMA, 2013), by emphasizing the importance of specific pre-established cross contacts, mass communication and emergency notification (Appendix A).

Major DiMaggio (personal communication, April 12, 2013) demonstrated the importance of interagency cooperation and collaboration by inviting the Pompano Beach Fire Rescue resource to the active shooter drill conducted by his agency. The loss of lives and the costs associated with active shooter deaths can potentially devastate the City of Pompano Beach. The results from mass casualty shootings have had profound effects on the nation in the past (Atwater, 2012). A synchronized multiagency approach to preventing and maximizing survivability has gained the attention of medical, law enforcement, Emergency Medical Services and fire at the national, state and local level (Morrissey, 2011).

The interagency active shooter drill at the Pompano Beach High School included all of the five critical agencies, which must meet and plan together as recommended by the Federal

Emergency Management Agency's Mass Shooting Planning and Response Plan for Fire and EMS services (Vernon, 2010). Law enforcement, fire department, emergency medical services, school systems and emergency management officials participated in the drill (Appendix C). All agencies share the same ultimate priority of life safety. Planning and interagency cooperation is a top priority (Vernon, 2010).

Personal observation of the active shooter drill concluded that cooperation, communication, preparation and planning are key elements in active shooter response (Appendix C). Historically, the City of Pompano Beach Fire Rescue has not developed a strong collaborative relationship with law enforcement, educators, hospitals and the community in regards to armed attack response. A positive future impact for successful active shooter mitigation as foreseen by the interviewees of the study (Appendix A & B) is preparedness. Research shows that initial phase preparedness for large-scale events need attention (Renaud, 2010). A gap between agencies observed in the drill was the absence of common terminology used in the National Incident Management framework. The fire service, emergency managers, law enforcement, educators and hospitals must remain diligent and consistent in building collaborative relationships, which speak the same language. The research suggests gravitation from tabletop exercises to scenario reality based training for first responders. All responders must know potential job functions and available resources. Law enforcement must know which resources fire has to offer such as medical equipment, lighting, aerial devices and forcible entry. Fire must know which resources police have such as protective vests, helicopters, robots, and weapons. Hospitals must know procedures to communicate, transport and triage.

The absence of guidelines or procedures when responding to mass shootings or threats of violence is a gap that needs evaluation. Throughout the nation, the Federal Bureau of

Investigation (FBI) (2013b) is offering training as a resource to local responding agencies throughout the nation. The goal of the FBI (2013 a) is to help agencies prevent, respond and recover from active shooter incidents. Multiagency training and drills involving a multi agency assessment and plan modification is necessary.

Politics, rivalries, unfamiliarity, professional culture conflicts, labor relations, egos, competition for scarce funds and resources make interagency collaboration a challenge, (Atwater, 2012). One gap that prevails is the unwillingness among cross disciplines to collaborate. People tend to collaborate within their comfort zone and area of expertise. Unfamiliarity with divergent agencies and poor relationships develop barriers that hinder communication, collaboration and cooperation. As demonstrated by participating in the interagency active shooter drill, understanding capabilities and job functions of cooperating agencies is a key factor in gaining familiarity and cooperation between agencies. Speaking the same language and common terminology between agencies is a key factor in working collaboratively. The active shooter drill participation brought forth gaps in effective response because of unfamiliarity between agency terminology, resources and equipment. Multidisciplinary familiarity eliminates duplication of efforts and a cohesive response occurs during active shooter mitigation.

Organizational implications of the study results infer that armed attack awareness, training and multidisciplinary preplanning and cooperation are integral to the success of maximal survivor ability in active shooter disasters. Engaging in drills, training and preparation leads to communication, collaboration and cooperation between agencies. The Department of Homeland Security (2012b) offers advice on how to recognize a potential violent person at the employee level.

In summary, effective preparedness is inclusive of all levels of the community. This means understanding what processes are involved in interagency response to armed attack incidents, knowing where the gaps are, repairing them and aligning the resources to collaboratively work together to resolve armed attack disasters. Predetermined resource availability knowledge among agencies is an important part of disaster preplanning. In Broward County the lead agency will be law enforcement in an incident involving active shooter. It is a matter of time before an active shooter disaster occurs in the Pompano Beach Fire Rescue jurisdiction. Preparedness for these disasters will determine how many survivors will prevail.

Recommendations

The following recommendations are presented to support the Armed Attack Standard Operating Procedure contained in Appendix D. A short-term organizational recommendation for Pompano Beach Fire Rescue is to properly train each member of the fire department in the Armed Attack Standard Operating Procedure to maximize the number of survivors in an active shooter incident. The procedures must be continuously assessed, scrutinized and revised as information becomes available and community needs revolve. Additionally, available equipment such as Multiple Casualty Incident bags and tags and additional medical equipment must be inventoried and evaluated for response.

Short-term recommendations would seek out federal resources such as the Federal Bureau of Investigation who offers federally funded training such as train the trainer, a web page dedicated to, workshops, handbooks, summits to local jurisdictions for active shooter incidents (Federal Bureau Of Investigation, 2013). Pompano Beach Fire Rescue must get involved in active shooter training and get the community to think and participate for the welfare of its citizens.

Long-term organizational recommendations include periodic multidisciplinary drills that exercise familiarity, communication, collaboration and cooperation in order to achieve a safe effective response. A long-term recommended goal for Pompano Beach Fire Rescue is to develop a multidisciplinary, seamless interagency response to the growing number of active shooter incidents. A cohesive multidisciplinary response is necessary to mitigate active shooter disasters. For example, relationships with multiple agencies such as law enforcement, hospitals and the community must be continually assessed, maintained and built upon. Revisions to the NIMS must include a more comprehensive framework to involve the initial phases of large-scale events (Renaud, 2010). Education and scenario based training for police and fire personnel beyond National Incident Management System and table top exercises is necessary to respond to the initial phase of the chaos in large scale incidents (Renaud, 2010).

Future organizational effectiveness in interagency disaster coordination, collaboration, cooperation should promote effective mitigation to active shooter violence incidents. Effective collaboration as seen in this research, can begin with healthy and consistent communications and interactive training drills. Interagency communications among decision makers who understand the value of multidisciplinary cooperation and display the passion for community service are necessary. Coordination, cooperation and commitment, time, money and resources come together to make progress happen. Law enforcement must be educated by fire rescue on available equipment such as trucks, ladders, breaching tools, medical equipment, personnel etc. Fire response personnel must be educated by law enforcement on sniper protection and safe mitigation techniques.

Additionally, coalition formation and resource recognition among multidisciplines are necessary for effective response to armed attack incidents. The Florida Department of Law

Enforcement, Broward Sheriff's Office, Pompano Beach Fire Rescue, Global Information System, Florida Department of Education, Department of Human and Health Services and others can make a powerful coalition dedicated to minimizing active shooter incidents. The City of Pompano Beach must develop relationships and devote resources, time and attention to relevant risk vulnerability gaps in armed attack violence incidents. A multidisciplinary cooperation culture, in conjunction with community education, can build the necessary components such as public support to engage in effective active shooter mitigation. Alliances with diverse agencies via regular training, public visibility and communication increase community awareness.

Future readers of this research can use this study as a foundation to build multidisciplinary relationships in their community. The importance of communication, collaboration and cooperation cannot be under estimated. No one agency can solve all of the problems of a disaster because of its complexity and the amount of diverse resources necessary for mitigation. People must step out of their comfort zones to work collaboratively with multiple agencies in solving the diverse and plentiful problems of the community. Resources such as professional expertise, specific training and equipment must be shared to resolve community disasters.

Appropriate, regular follow up evaluation of this study includes consistent revisions to the Active Shooter Armed Attack draft standard operating procedures, continuous and consistent interagency drilling and multidisciplinary communicative relationship assessment. Continuous re-evaluation and adaptability to changing requirements and needs of the community are necessary.

In conclusion, researchers or readers who wish to replicate this study should understand the importance of multidisciplinary collaboration, cooperation and communication. Community

involvement and joint responsibility are key elements in solving complex, revolving societal problems. The Pompano Beach Fire Rescue must remain current and adaptable as societal problems evolve. Recognition of current community needs must be understood to proceed into effective disaster management.

References

- Atwater, P. (2012). *Force protection for firefighters: Warm zone operations at paramilitary style active shooter incidents in a multi-hazard environment as a fire service core competency* (Master's thesis, Naval Postgraduate School).
- FEMA (n.d.). *Active shooter: What you can do*. Retrieved March 25, 2013, from <http://emilms.fema.gov/IS907/AS01summary.htm>
- Federal Bureau of Investigation (2013a). *Active shooter and mass casualty incidents Part 1*. Retrieved June 5, 2013, from <http://www.fbi.gov/about-us/cirg/active-shooter-and-mass-casualty-incidents>
- Federal Bureau of Investigation. (2013b). *Active shooter mass casualty incidents Part 2* [Audio podcast]. Retrieved July 11, 2013, from www.fbi.gov/news/podcasts/thisweek/active-shooter-and-mass-casualty-incidents-part-2.mp3/view
- Greater Broward EMS Medical Director's Association (2012). *Florida regional common EMS protocols* (3rd ed.).
- International Association of Firefighters (2013, June). *Frontline news alert*.
- Ludwig, G. (2012). The active shooter: A special challenge. *EMS World*, 34-34.
- Morrissey, J. (2011). EMS response to active shooter incidents. *EMS World*, 42-48.
- National Fallen Firefighters Foundation (2012). *Firefighter life safety initiative 12 final report*.
- New York City Police Department (2012). *Active shooter recommendations and analysis for risk mitigation*.
- Pompano Beach Fire Rescue (2010). *Pompano Beach Fire Rescue strategic plan*.

Renaud, C. E. (2010). Making sense in the edge of chaos: A framework for effective initial response efforts to large-scale incidents. *Dissertation Abstracts International: Section A. Humanities and Social Sciences*.

Roberts, M. R. (2013). Most fire departments lack an active-shooter policy, IAFC says. *Fire Chief*.

United States Department of Homeland Security (2012a). *Executive analysis of fire service emergency operations management* (3rd ed.). Retrieved September 24, 2012, from http://www.usfa.fema.gov/downloads/pdf/pcm.pcm_R274.pdf

United States Department of Homeland Security (2012b). *Active shooter: How to respond*. Retrieved from http://www.dhs.gov/xlibrary/assets/active_shooter_booklet.pdf

United States Department of Homeland Security (2013c). *America's fire and emergency services leader*. Retrieved September 6, 2013, from http://www.usfa.fema.gov/downloads/pdf/strategic_plan.pdf

Vernon, A. (2010). *Mass Shootings: planning and response for fire and EMS services*. Retrieved from <http://www.ffsupport.org>

Appendix A

Interview Questions Emergency Manager Kim Spill

a.) What is needed to prepare the City of Pompano Beach for an active shooter incident?

A mass notification policy is currently an evolving issue and critically necessary. On April, 9th 2013, the Broward County Emergency Management Council passed a mass notification response policy for BSO, Fire Rescue, EMS, and the Broward County School Board. A span of control with designated positions with a multidisciplinary approach deserves examination. We must consider how we are looking at mental health for these issues.

b.) What internal and external resources are available to improve the City of Pompano Beach's response to an active shooter incident?

"Callabria" is a mass communication tool currently used by law enforcement and the state warning point. Preplanning via establishing pre-established cross contacts, defining emergency notification procedures that are comprehensive and encompassing across agencies.

Appendix B

DiMaggio Interview Questions

- a.) A telephone interview was also conducted with Broward Sheriff's Office, Major Mike DiMaggio, (personal communication, April 12, 2013). Major Mike DiMaggio was chosen for his leadership, years of experience and expertise in Broward Sheriff's Office Special Weapons and Tactics. In policy implementation of an active shooter incident response, what are the top three priorities in fire department procedures, which will assist the Broward Sheriff's Office in mitigation of this type of disaster? "Unified command and communication at the command post, obtaining secondary response to treat the critically injured quickly."
- b.) What do you feel is necessary to improve interagency response to an active shooter incident in Broward County? "Our first priority is to shoot the suspect then treat the injured. Secondarily response units are necessary to handle the parents and family members, media and set up communications at the command post. Interagency coordination is very important."
- c.) What resources in Broward County can be used in an active shooter response? Is there an Emergency Operations Plan? "I don't know if there is a separate policy from ours. This is what we do everyday in our agency. BSO swat medics enter upon arrival and administer immediate trauma care. It is important to integrate fire into our training. We are conducting an active shooter drill at Pompano Beach High School on April 26th, 2013. Would you like to participate?"

- d.) What is the likelihood of an active shooter incident in Broward County? “We are a major municipal area, and it doesn’t matter what the geographical area is. No one thought an Amish school in Pennsylvania would be a target.”
- e.) How well prepared do you think our community is in handling an active shooter incident? “I would give Broward Sheriff’s Office an A or B because we regularly conduct training with a current Rapid Response Program. We review when to wait or not wait for SWAT. Response times are a key issue, which is improved by feet on the ground and budget. The private schools in Broward County are well equipped.”
- f.) In policy implementation of an active shooter incident response, what are the top three priorities in fire department procedures, which will assist the Broward Sheriff’s Office in mitigation of this type of disaster? “Unified command and communication at the command post, obtaining secondary response to treat the critically injured quickly.”

Appendix C
Data Collection Form
Active Shooter Disaster Drill

Location: Pompano Beach High School
600 NE 13th Av
Pompano Beach, FL 33060

Date: April 26, 2013

Time: 0930 hrs.

Procedures Observed:

- 1.) Were patients transport needs met expeditiously?
- 2.) Were patients tracked to appropriate facilities?
- 3.) Did good communication between agencies occur during the drill?
- 4.) Were there appropriate resources available?
- 5.) What resources are needed?
- 6.) Did all personnel understand their responsibilities during the drill to maximize the number of survivors?
- 7.) What interagency gaps occurred during the drill?
- 8.) What is needed to align response plans between agencies for maximum response effectiveness?

On April 26, 2013, Pompano Beach Fire Rescue Engine 63 (Lt. Salisbury, Driver Mike Guardalabene and Firefighter Nicole Salerno-Alabaster). Rescue 24, (Lyn Roberts, Robert Wolfe and Tama Leao) Emergency Medical Service's Captain Pete Bray, Emergency Manager Kim Spill and the author attended, participated, interacted and observed the drill.

Appendix D

Standard Operating Procedure Active Shooter Incident

POMPANO BEACH
FIRE RESCUE

ARMED ATTACK VIOLENT INCIDENTS

STANDARD OPERATING PROCEDURE 2.5.12

Original Date: 05/30/13	Approved by: DRAFT
Purpose – to provide a uniform method of response to ARMED Attack Violent Incidents	
Forms Required: N/A	

- I. Procedures
 - A. Move all staff, students and visitors away from danger.
 - B. Enter with minimum number of personnel only if all suspects are neutralized
 - C. If the shooter is near the entrance the safest option may be to shelter in place, by going to a room, locking the door, take cover, and stay out of sight.
 - D. If an external exit is nearby evacuate while keeping distance from shooter
 - E. Fire department personnel should not attempt to move, handle, approach or disarm a confirmed or suspected IED; this is for specially trained personnel. See SOP 2.5.06 Bomb Threats.
 - F. Provide a scene size-up quickly and safely.
 - G. Fire/EMS should remain in staging areas until scene is secured by BSO when possible.
 - H. Procure Keys, building info
 - I. Establish command post upon rescue team deployment
 - J. Maintain communications with BSO and Unified Command
 - K. Consider relief personnel and extra resources
 - L. Deploy rescue teams for triage, treatment and transport
 - M. MCI
 - N. Designate casualty collection points in cold zones for triage, treatment, transport
 - O. Designate staging area for equipment and transport rescues
 - P. Keep traffic lanes clear for rapid transport
 - Q. Designate areas for family, media and spectators.
 - R. Consider Branches & Divisions as incident grows

- S. Activate the Emergency Operations Center
- T. Consider helicopters for rapid transport & overhead assessments
- U. Designate a landing zone
- V. Notify Hospitals, Red Cross and supporting entities
- W. Don proper triage vests for clear identification