

***City Council
Agenda
Tabletop Exercise***

**August 3, 2018
Court Room
992 West Via Appia
1:00 PM**

City Council will meet for a table top exercise to meet and discuss a simulated emergency situation. No City business will take place.

Citizen Information

If you wish to speak at the City Council meeting, please fill out a sign-up card and present it to the City Clerk.

Persons with disabilities planning to attend the meeting who need sign language interpretation, assisted listening systems, Braille, taped material, or special transportation, should contact the City Manager's Office at 303 335-4533. A forty-eight-hour notice is requested.

City of Louisville

City Council *749 Main Street* *Louisville CO 80027*
303.335.4536 (phone) *303.335.4550 (fax)* *www.louisvilleco.gov*

SUBJECT: 2018 TABLETOP EXERCISE

DATE: AUGUST 3, 2018

**PRESENTED BY: EMILY HOGAN, ASSISTANT TO THE CITY MANAGER
DAVE HAYES, CHIEF OF POLICE**

SUMMARY:

On August 3rd, the City will host a tabletop exercise to meet and discuss a simulated emergency situation. Members of City Council, staff and other agencies will review and discuss the necessary actions to take in a particular emergency, testing the City's emergency plans in an informal, low-stress environment. Tabletop exercises are used to clarify roles and responsibilities and to identify additional mitigation and preparedness needs. The exercise should result in action plans for continued improvement of the emergency plan.

Participants in the exercise include:

- City Council
- Department Heads
- Communications Staff
- Boulder County Office of Emergency Management
- Louisville Fire Protection District
- Boulder Valley School District

Participants will break down into smaller groups, such as: policy, communications, operations and observers. Materials for the exercise include the Tabletop Exercise Situation Manual, which provides participants with all of the necessary tools for their roles in the exercise. Additional information will be provided on the day of the exercise. Staff has also provided a Crisis Communications Plan for use in the event of an emergency. Participants should review both materials prior to the exercise.

The agenda for the exercise will proceed as follows:

- Introduction
- Event & Response
- Situational Assessment
- Limitations & Contingency Considerations
- Communications & Recovery
- Next Steps

SUBJECT: 2018 TABLETOP EXERCISE

DATE: AUGUST 3, 2018

PAGE 2 OF 2

FISCAL IMPACT

None.

PROGRAM/SUB-PROGRAM IMPACT:

One of the objectives of the Public Information & Involvement Sub-Program is providing easy and timely access to all relevant information to the community. The tabletop exercise aims to prepare City Council and staff for an emergency situation, including communicating with the public, furthering this objective.

ATTACHMENT(S):

1. Tabletop Exercise Situation Manual
2. Crisis Communications Plan

Active Shooter



Situation Manual-Final Version
Louisville, CO

Tabletop Exercise Friday, August 3, 2018



THIS PAGE IS INTENTIONALLY LEFT BLANK

PREFACE

This Tabletop Exercise Situation Manual (SitMan) provides exercise participants with all the necessary tools for their roles in the exercise and is an unclassified exercise. Control of exercise information is based on public sensitivity regarding the nature of the exercise rather than actual exercise content. Some exercise material is intended for the exclusive use of exercise planners, facilitators, and evaluators, but players may view other materials that are necessary to their performance. All exercise participants may view the SitMan.

All exercise participants should use appropriate guidelines to ensure proper control of information within their areas of expertise and protect this material in accordance with current jurisdictional directives. Public release of exercise materials to third parties is at the discretion of the City of Louisville.

THIS PAGE IS INTENTIONALLY LEFT BLANK

HANDLING INSTRUCTION

1. The title of this document is the ***City Active Shooter Tabletop Exercise Situation Manual (SitMan)***.
2. For more information about the exercise, please consult the following points of contact (POCs):

Exercise Director:

Mike Chard, Director Office of Emergency Management (OEM)

David Hayes, Chief of Police

Louisville Police Department

Office: 303-335-4633

Fax: 303-335-4634

dhayes@louisvilleco.gov

John Willson, Fire Chief

Louisville Fire Protection District

THIS PAGE IS INTENTIONALLY LEFT BLANK

CONTENTS

Preface	iii
Handling Instructions	v
Introduction	1
Background.....	1
Purpose.....	1
Scope.....	1
Exercise Design Objectives.....	2
Participants	3
Exercise Structure.....	3
Exercise Guidelines	3
Assumptions and Artificialities.....	3
Module 1: Event and Response	4
Event Background Information	4
Situation/Key Issues.....	4
Questions	4
Module 2: Mass Casualty, SAR and Situational Assessment	6
Situation/Key Issues.....	6
Questions	8
Module 3: Limitations and Contingency Considerations	10
Situation/Key Issues.....	10
Questions	10
Module 4: Communications Plan-Recovery	12
Situation/Key Issues.....	12
Questions	12
Appendix A: Player Map	14

THIS PAGE IS INTENTIONALLY LEFT BLANK

INTRODUCTION

Background

The City of Louisville is continuing to improve upon their ability to respond to all-hazard emergencies. The Elected Officials, Appointed Officials, and Public Safety Leaders within the City believe exercises are essential to identifying areas that may need improvements and to increase response capabilities across the community.

The City of Louisville has approximately 20,000 residents.

For this exercise the planning team chose an Active Shooter at a school.

Purpose

The purpose of this tabletop exercise is to provide an opportunity for the City of Louisville emergency response agencies to gain an understanding of challenges and planning gaps related to a catastrophic local emergency. And, to allow the City's Elected Leaders, City Manager and Department Heads work together as a policy group and as necessary, assist in managing the incident. The exercise will focus on an evaluation of current plans, capabilities, and response related to a large scale emergency including media releases. The guiding document for the concept of operations is the Louisville Emergency Response Plan.

Scope

This exercise will consist of four modules that should challenge current plans, capabilities, and leadership decisions among public safety, City management, and financial officials.

The final product of this exercise will be an After Action Report with an Improvement Plan Appendix that outlines the major strengths and weakness and also identifies corrective action tasks with an assigned responsible party for overseeing that the task is completed.

Exercise Design Objectives

Exercise design objectives focus on improving the understanding of a response concept, identifying opportunities or problems, and achieving a change in attitude. This exercise will focus on the following design objectives:

1. Review the response of Louisville Police and Fire to an active shooter situation.
2. Review the capability of existing local Emergency Response Plans within the given scenario and document any areas that may need to be developed or improved.
3. Evaluate the ability of leadership to organize into an effective command structure and document any areas of knowledge that may need improvements.
4. Evaluate players' understanding of how to request outside resources and the local Emergency Operations Center (EOC) function and processes.

5. Find areas of improvement within the City of Louisville's processes and procedures related to emergency preparedness and response, communication channels (flow not actual radio use), financial decisions, and staffing decisions.

Participants

- **Players.** Players, including local school officials, respond to the situation presented, based on expert knowledge of response procedures, current plans and procedures, and insights derived from training.
- **Observers.** Observers support the group in developing responses to the situation during the discussion; however they are not participants in the moderated discussion period.
- **Facilitators.** Facilitators provide situation updates and moderate discussions. They also provide additional information or resolve questions as required. Key Exercise Planning Team members also may assist with facilitation as Subject Matter Experts (SMEs) during the tabletop exercise.

Exercise Structure

This tabletop exercise (TTX) will be a facilitated exercise. Players will participate in the following four modules:

- **Module 1: Event and Response**
- **Module 2: Mass Casualty, SAR and Situational Assessment**
- **Module 3: Limitations and Contingency Considerations**
- **Module 4: Communications Plan-Recovery**

Module 1 outlines the event and response, which is intended to provide enough information to set the stage for the higher level decisions. All modules include situation/key issue updates to highlight the problem and areas for discussion.

Participants will review the situation and engage in group discussions based on a typical response to address appropriate issues related to the situation.

During the group dialogue, participants will engage in a facilitated discussion with the assistance of facilitators.

Players should be organized into a response structure that is suitable for the incident and they should answer based upon their role in the response.

A large graphic should be developed on a white board or similar as the incident unfolds to assist the players in understanding their role within the command structure. This effort should be led by a designated incident commander and, if appropriate, his or her general staff. (ICS terminology for the Incident Commander and his or her main staff includes a Public Information Officer, Safety Officer, Planning Section Chief, Operations Section Chief, Finance Section Chief and Administrative Section Chief, and possibly a Deputy Incident Command, if the event is large enough. This could also be a unified command structure.)

Exercise Guidelines

- This TTX will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
- Respond on the basis of your knowledge of current plans and capabilities (i.e., you may use only existing assets) and insights derived from your training.
- Decisions are not precedent setting and may not reflect your organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Issue identification is not as valuable as suggestions and recommended actions that could improve response and preparedness efforts. Problem-solving efforts should be the focus.

Assumptions and Artificialities

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted. During this exercise, the following apply:

- The scenario is plausible, and events occur as they are presented.
- There is no hidden agenda, and there are no trick questions.
- All players receive information at the same time.

Module 1: Event and Response

KEY FOCUS AREAS:

- Public Information and Warning (Notification)
- Environmental Response/Health and Safety
- Operational Coordination (Incident Management)
- Planning

Event Background Information

At approximately 12 noon on Friday, August 3, 2018, the Boulder County Sheriff Communications Center, begins receiving calls regarding a shooting at Louisville School. Louisville Police Officers and the Louisville Fire Protection District are dispatched to this call.

Situation/Issues

At approximately 12 noon on Friday, August 3, 2018, the Boulder County Sheriff Communications Center, begins receiving calls regarding a shooting at a Louisville School. Louisville Police Officers and the Louisville Fire Protection District are dispatched to this call.

School is in session on this date with a normal class schedule. The school resource officer is off campus attending a training class.

Over the next several minutes additional calls are received from students/facility and staff members at the school, reporting that several students have been shot and the suspect is still in the school. Callers also report that students, facility and staff members are running from the building.

The first arriving Louisville Officer reports many individuals running from the school and an overall chaotic situation. Within a few minutes, this officer teams up with an Officer from the Boulder Sheriff's Office and the Lafayette Police Department to enter the school and address the threat. Officers have formed a Rapid Emergency Deployment Team (RED).

Questions <45 Minutes>

1. Public Information and Warning-
 - a. What means are available to notify the public/employees? What plans, templates, policies, and procedures guide this notification process?
 - b. What critical information needs to be relayed and who develops the message?
 - c. How is the message relayed for a coordinated release?

- d. What are the access and functional needs messaging systems that are available?
 - e. Are messages sent in other languages and, if so, with what means?
 - f. How often are messages sent out?
2. Environmental Response/Health and Safety –
 - a. What are the unique safety considerations for those at the school and the first responders?
3. Operational Coordination –
 - a. What plans govern the mobilization of resources?
 - b. How is command, control and coordination structures setup within your community at this point?
 - c. Please use a white board to detail the structures and communication flow.
 - d. How quickly would a command structure, post, staging areas, etc. be established?
4. Planning-
 - a. What plans will be activated across the City and possibly County?

Module 2: Mass Casualty, SAR, & Situational Assessment

KEY FOCUS AREAS:

- Address the Threat
- Mass Care
- Search and Rescue
- Situational Assessment
- Environmental Response/Health and Safety

Situation/Issues

By 1:30 p.m., additional Officers from the Louisville Police Department, Boulder County Sheriff's Office, and the Lafayette Police Department are on the scene, and are reporting no gunfire heard.

Officers report students, facility and staff are continuing to flee from the school as others, including the news media are arriving at the school.

Other Fire and EMS personnel are treating individuals at a make-shift triage area located near the school.

Crowds and road congestion are being controlled by law enforcement as best they can with the resources on-scene. Calls overwhelm the City and County of loved ones trying to contact those at the school.

Social media is full of information regarding what may have happened and people trying to contact each other. Main stream news teams are already reporting from a distance.

Several injuries are being reported with on-scene EMS personnel advising that many more resources are needed.

Traffic congestion on the roads out of the City has caused many accidents. The Denver Boulder Turnpike/Highway 36 at 88th and 96th has multiple car accidents causing traffic to stop getting on to Highway 36. The Colorado State Patrol is on-scene; however they are letting dispatch know that this road will need to be closed and traffic rerouted.

Questions <45 Minutes>

Based on the information provided, participate in the discussion concerning the issues raised in Module 2. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time. Address the following questions in preparation for Module 3:

1. Mass Care –
 - a. What plans are in place to triage and transport the injured?
 - b. Who is responsible for these efforts?
2. Search and Rescue –
 - a. What local plans/resources are in place to conduct search and rescue operations?
 - b. How does the City request assistance for these types of teams?
3. Situational Assessment –
 - a. How is information delivered to decision-makers within the community regarding life-saving and sustaining activities?
 - b. How is it delivered to the State and private sector involved in the event?
 - c. How and when is information updated to these decision-makers?
4. Environmental Response/Health and Safety –
 - a. What environmental issues need to be assessed at this point?
 - b. How are updates made to responders as data and information changes?
 - c. Are local hospitals involved in this decision-making process?

5. Operational Coordination –
 - a. Add any updates to the command structure needed at this time.
 - b. What are the roles and responsibilities of those that are leading this effort for the City?
 - c. What is the process for getting more resources outside the City of Louisville?

6. Planning –
 - a. Is someone responsible for developing plans for the likely continued operational periods?
 - b. What are the issues and resources that will be needed 10 hours from now?

Module 3: Limitations and Contingency Considerations

KEY FOCUS AREAS:

- Mass Care
- Search and Rescue
- Situational Assessment
- Planning

By 3 p.m. the threat has been eliminated, and casualties include: four deaths (1 suspect, 2 students and 1 teacher), and 10 injured some with life-threatening injuries.

Officer teams are continuing to search the school for additional casualties, suspects and any harmful devices.

Patients have been transported to Avista, UC Health Hospital in Broomfield and St. Anthony North Health Campus in Westminster.

Approximately 35 students, faculty and staff have yet to be reunited with their loved ones.

A temporary shelter/reunification point has been set up at the Old Sam's Club (now Ascent Church).

Questions <30 Minutes>

Based on the information provided, participate in the discussion concerning the issues raised in Module 3. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time. Address the following questions in preparation for Module 4:

1. Mass Care –

- a. Is a tracking system in place to account for all of those injured?
2. Search and Rescue –
 - a. If resources were needed, who pays for these resources and how are expenses tracked?
3. Situational Assessment –
 - a. How are decisions being made at the City Manager/Council level?
 - b. Who is the spokesperson for the Manager/Council who is regularly updating the public and other officials?
 - c. What are the objectives of the City at this time?
4. Planning –
 - a. What are some limitations in the City's ability to answer certain questions during this exercise because it has not been addressed as a policy or procedure or the documents need to be updated?

Module 4: Communications Plan-Recovery

KEY FOCUS AREAS:

- Operational Coordination
- Planning
- Economic Recovery

Situation/Issues

It is now 6 p.m. and Search and Rescue operations have been completed. However, the Crime Scene Investigation is expected to take several more hours. There does not appear to be any further threat to the community.

Questions <30 Minutes>

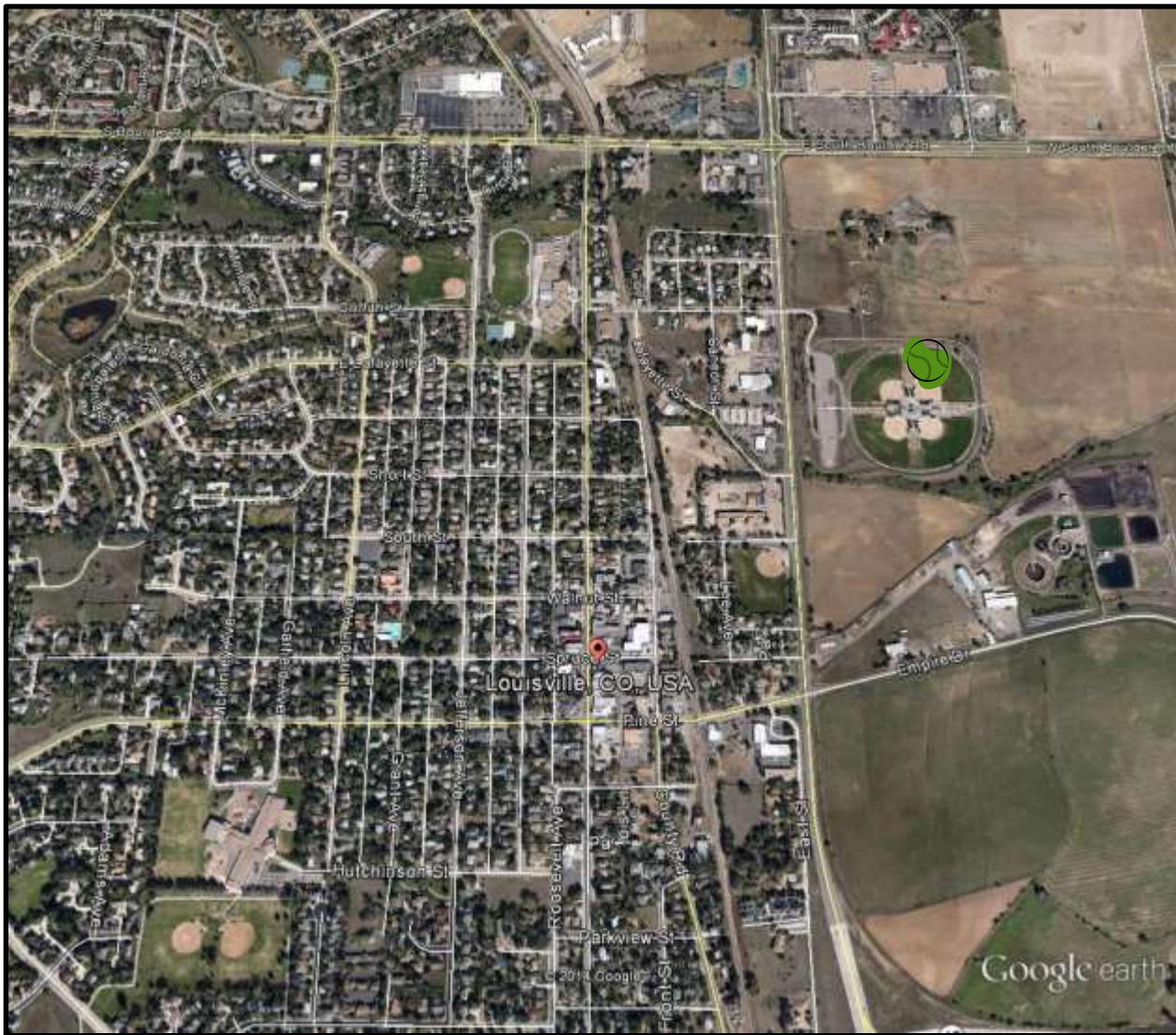
Based on the information provided, participate in the discussion concerning the issues raised in Module 3. Identify any additional requirements, critical issues, decisions, or questions that should be addressed at this time. Address the following questions:

1. Planning –
 - a. Is there an overall Recovery Plan that guides the community through this period?
 - b. Is there a communications plan to provide citizens and other concerned parties with appropriate information.

2. Operational Coordination –
 - a. What process governs the demobilization of resources?
 - b. How have the command, control and coordination structures changed?
 - c. Is this command transition from response to recovery planned for?
 - d. Please use the white board to detail the structures and communication flow.
3. Community and Economic Recovery –
 - a. Does a department responsible for monitoring and tracking the administrative aspect of this event have sufficient documentation for any reimbursements, investigations, or inquiries that may be sought?
 - b. What is the plan within the City and what departments may be responsible for assessing the economic impact and planning to stabilize the community?
 - c. Is there a City official that monitors the event to prevent or mitigate legal matters to protect the City and/or the citizens?

APPENDIX A: PLAYER HANDOUTS

MAP OF SIGHT IN LOUISVILLE, COLORADO



More to be added on day of exercise-Law Enforcement Sensitive.

THIS PAGE IS INTENTIONALLY LEFT BLANK



Crisis Communications Plan

Drafted 6/21/18

Introduction

In an emergency or other crisis, effective and timely communication helps to protect life, public safety and property and provide timely guidance to the Louisville community.

Emergency communications are a vital tool during an emergency to preserve the safety and security of the community. This plan outlines the different communication tools available and suggested use of each tool, as well as provides operational guidance for staff.

There is no one tool that will enable the City to fully warn everyone in a timely manner because each system has limitations. It is imperative to utilize multiple tools to effectively broadcast warning messages to the community and as many residents, employees and visitors as possible.

All messages must be accurate, clear and consistent. Within the constraints of the available tools, all messages should be accurate and detailed information about the situation and what actions to take. During the course of the emergency, regular updates to the community are highly advisable.

The media also aids in warning dissemination. To assist in maintaining accuracy of City messages, the media should receive consistent information with the warning messages. The City Manager's Office will ensure that the media has access to updated information throughout the emergency as necessary to ensure the safety of the community, first responders and other support personnel.

Purpose

The Crisis Communications Plan outlines the roles, responsibilities and procedures of key City officials and departments that will guide the City in sharing information promptly and accurately with all audiences during a crisis.

A crisis or emergency is defined as a significant event or incident that disrupts, or has the potential to disrupt, the City's normal activities and operations. This could include a fire, earthquake, severe weather, crime or other event that presents a threat and typically involves a response from police, fire, utilities and/or emergency medical personnel.

This plan is to be flexible and used in conjunction with other emergency decision-making procedures of the City. This plan solely describes the crisis communications roles, responsibilities and procedures that will be followed by the City's Crisis Communications Team and does not address other response and recovery procedures that will likely also be implemented.

Elements of this plan are tested periodically, as well as annually in conjunction with City-wide emergency exercises and drills. All appendices are checked and updated for accuracy and completeness annually.

Objectives

The guiding principles of the Crisis Communications Plan are to communicate incident/event facts as accurately and quickly as possible, updating information regularly as circumstances changes, to ensure the safety of the Louisville community and to continue operation of essential City services. Objectives of the plan include:

- To assemble the Crisis Communications Team that will assess, implement and support the appropriate emergency communications from the incident.
- To factually assess the situation and determine whether emergency notification communications are warranted and the requisite urgency of the notification(s).
- Implement immediate actions to:
 - Define the immediate actions needed to inform the community about the situation.
 - Identify all key audiences that need to be notified of the situation.
 - Communicate in an accurate and timely manner about the situation.
 - Monitor all media (broadcast, print, radio, social media, etc.) coverage of the incident/event and manage rumors.
 - Restore a sense of confidence and order.

The Crisis Communications Team will meet on a regular basis (frequency determined by the team members) to conduct business related to the review, implementation and maintenance of this plan. Topics discussed may include review of past actions and activations, developing and presenting strategic and operational priorities for process improvements and drafting an annual report to senior leadership highlighting past activities, challenges and proposed improvements to the City's crisis communications tools and procedures.

Procedures

Convening the Crisis Communications Team

Any member of the Crisis Communications Team may activate this plan in order to begin the initial group assessment of the incident/event. Each time the plan is activated, the Crisis Communications team member whose department has the lead response role is responsible for notifying the appropriate members of the City's senior leadership of the status of the incident and provide ongoing status reports.

Given the urgency of communicating critical information to the community and the media, the Crisis Communications Team will be convened as quickly as possible. Based on the timing, location and severity of the incident, this may occur either in person or virtually through a conference call. The initiator of the conference call will determine when a sufficient number of the team members have joined the call before discussions begin. A log will be maintained to record the proceedings and activities of each call.

Crisis Communication Team Representatives

The Crisis Communications Team is comprised of individuals whose departments and organizations play a critical role in addressing the crisis, including representatives of the following. The list below is not mean to be exhaustive.

- City Manager's Office
- City Communications Team
- Police Department
- Fire Department
- Public Works Department
- Information Technology Department
- Boulder County Emergency Management
- Local hospitals

The Crisis Communications Team will develop and regularly update a list of key team members and their 24/7 contact information. Each represented department must have a minimum of two designated and trained individuals to ensure adequate 24/7 coverage. This confidential contact information will be maintained as part of the notification procedures.

Response

Implementation

The Crisis Communications Team will implement some or all of the steps outlined below based on the circumstances, coordinating with all key personnel. Throughout a crisis, the team will meet frequently to review changing facts, assess whether key messages are reaching audiences and determine whether strategies need to change.

Immediate Response

Based on the available crisis information and after conducting a situation assessment, the Crisis Communications Team will determine what, if any, public messaging should be sent out.

Messaging may address:

- What happened?
- To who did it happen?
- When did it happen?
- Where did it happen?
- How did it happen?
- Is there an immediate call to action to communicate?

Communication tools to disseminate messaging include:

- Mass notification system (Everbridge)
- City's website (news item/enotification/emergency banner)
- City staff email
- Social media (Facebook/Twitter)
- Press release
- Press conference

Notifying Key Audiences

The Crisis Communications Team will determine which groups need to be informed first. It is important to keep in mind that people will seek and trust other sources of information (news reports, social media, word of mouth, etc.) in the absence of official communication. Effective communication will help quell rumors, maintain trust and ensure public safety. Key audiences include:

- Residents
- Employees
- Visitors
- Students
- Parents
- City and regional leaders
- News media
- State/federal officials

Determine Spokesperson(s)

This can either be the Public Information Officer, his/her designated alternate, a senior leader of the City or member of the Crisis Communications Team who has knowledge of the crisis and has been assigned to provide key messages and emerging facts to the public/media. The individuals selected will manage briefings, media questions and formal press gatherings.

Developing a Fact Sheet

As soon as possible after the incident, a fact sheet will be prepared to supplement communication with key audiences and information provided to the media by the spokesperson. It will be approved by senior leadership and checked for accuracy by those with a direct knowledge of the crisis.

Alerting the Media

The spokesperson will decide on the best way(s) of contacting the news media. A news media briefing center may be opened to coordinate the information flow and assure that the correct people are involved in collecting and disseminating information. Consideration will be given to appropriate media staging locations that can accommodate vehicles such as satellite trucks. Communication with the media must occur frequently as new information is known.

Monitor Traditional and Social Media

To anticipate any problems in the way information is flowing to the news media and to social media, the Crisis Communications Team will have members monitor media and provide a listening reports if the incident is anticipated to be of longer duration than a normal working day. Additional resources may be needed to assist in monitoring of media by request.

Approval of Outgoing Information

Typically the Crisis Communications Team should use a collegial approach of multiple approvals before distributing communications, including emails and press releases. That system may not work in a crisis. The City is committed to trying to meet these expectations. It recognizes the need for unusually fast decision-making during a crisis to enable rapid, accurate communication. Final approval of all communications rests with the spokesperson.

End of Crisis and After-Action Report

When an incident has ended, the Crisis Communications Team will provide an “All Clear” message to the key audiences and routine communications processes can resume.

Within one week of the crisis, the spokesperson will convene the Crisis Communications Team for a formal review of lessons learned and suggested improvements. This discussion will result in the City developing a formal after-action report that can be shared with the Crisis Communications Team and other senior leadership as necessary.

Education and Plan Maintenance

Education

It is the responsibility of the Crisis Communications Team to provide education to the Louisville community about how and when they will get messages in an emergency. The procedure may be similar to those used to educate the community in emergency preparedness and other safety protocols.

Updating the Plan

This plan shall be updated at least annually. The Public Information Officer will update this plan and conduct a review by the Crisis Communications Team. The Public Information Officer will also oversee updates to the contact information for the Crisis Communications Team.