San Joaquin County



Plausible Threat 2016

Tabletop Exercise -

Field Operations

Situation Manual

*August 8, 2016*







[](https://www.google.com/imgres?imgurl=https://i.ytimg.com/vi/zeoZmsXpc6k/maxresdefault.jpg&imgrefurl=http://1080.plus/RZXf_YtC9xI.video&docid=T65CaYT9H4WXvM&tbnid=sFd1DKzbuEXQxM:&w=1280&h=720&itg=1&bih=754&biw=1440&ved=0ahUKEwiV5Ym4y9zNAhVBzWMKHXxcDDQ4ogIQMwijASieATCeAQ&iact=mrc&uact=8)







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# Exercise Overview

|  |  |
| --- | --- |
| **Exercise Name** | San Joaquin County Plausible Threat 2016 Tabletop Exercise – Field Operations |
| **Exercise Date** | August 8, 2016, 0800 to 1200 Hours |
| **Scope** | This exercise is a tabletop exercise, planned for four hours at the San Joaquin County Agriculture Center, Stockton, California. |
| **Mission Area[[1]](#footnote-1)** | Response |
| **Core Capabilities[[2]](#footnote-2)** | 1. Operational Coordination 2. Operational Communications 3. On-scene Security, Protection and Law Enforcement 4. Public Health, Healthcare and Emergency Medical Services |
| **Objectives** | 1. Evaluate the San Joaquin County Active Threat Plan (EMS Policy No. 7210) in response to a simulated Active Shooter/Hostile Event (ASHE). 2. Improve participants understanding of the San Joaquin County Active Threat Plan and use of a Rescue Task Force (RTF). |
| **Threat or Hazard** | Active Shooter/Hostile Event (ASHE) |
| **Scenario** | Active Shooter/Hostile Event (ASHE) occurs during a high school football game. |
| **Sponsors** | San Joaquin County EMS Agency and San Joaquin Operational Area Healthcare Coalition. |
| **Participating Organizations** | Law Enforcement, EMS and Fire agencies from the seven incorporated cities and unincorporated areas of San Joaquin County, who are likely to respond to an Active Shooter/Hostile Event (ASHE), and the San Joaquin County EMS Agency |
| **Point of Contact** | Phillip Cook  San Joaquin Emergency Medical Services Agency  P.O. Box 220,  French Camp, CA, 95231  209-468-6818  [pcook@sjgov.org](mailto:pcook@sjgov.org) |

# Preface

The Plausible Threat 2016 Tabletop Exercise – Field Operations is sponsored by the San Joaquin County EMS Agency and San Joaquin Operational Area Healthcare Coalition. The exercise was designed to evaluate the San Joaquin County Active Threat Plan and to improve the response, management and mitigation of an Active Shooter/Hostile Event in San Joaquin County. This Situation Manual (SitMan) follows guidance set forth by the U.S. Department of Homeland Security (DHS) Homeland Security Exercise and Evaluation Program (HSEEP).

The Plausible Threat 2016 Tabletop Exercise – Field Operations SitMan provides exercise participants with all the necessary tools for their roles in the exercise. It is tangible evidence of the San Joaquin County EMS Agency’s commitment to preparedness excellence through collaborative planning and exercises that will improve the survivability of victims of an Active Shooter/Hostile Event (ASHE).

The Plausible Threat 2016 Tabletop Exercise – Field Operations is an unclassified exercise. Control of this exercise information is based on public sensitivity regarding the nature of the exercise rather than the actual exercise content. All exercise participants may view the SitMan.

# General Information

## Participant Roles and Responsibilities

The term *participant* encompasses many groups of people, not just those playing in the exercise. Groups of participants involved in the exercise, and their respective roles and responsibilities, are as follows:

* **Players.** Players are personnel who have an active role in discussing or performing their regular roles and responsibilities during the exercise. Players discuss or initiate actions in response to the simulated emergency.
* **Observers.** Observers do not directly participate in the exercise; however they may support the group in developing responses to the situation during the discussion.
* **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 exercise.
* **Evaluators.** Evaluators are assigned to observe and document certain objectives during the exercise. Their primary role is to document player discussions, including how and if those discussions conform to plans, polices, and procedures.

## Exercise Structure

This exercise will be a multimedia, facilitated exercise. Players will participate in the following three (3) modules:

* Module 1: Initial Response
* Module 2: Reinforced Response
* Module 3: Multi-Branch Response

Each module begins with a multimedia update that summarizes key events occurring within that time period. After the updates, participants review the situation and engage in functional group discussions of appropriate response issues. For this exercise, the functional groups are as follows:

* City of Escalon
* City of Lathrop
* City of Lodi
* City of Manteca
* City of Ripon
* City of Stockton
* City of Tracy
* Unincorporated Area

After these functional group discussions, participants will engage in a moderated plenary discussion in which a spokesperson from each group will present a synopsis of the group’s actions, based on the scenario.

## Exercise Guidelines

* This exercise will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
* Respond to the scenario using 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 efforts. Problem-solving efforts should be the focus.

During exercise discussions, if a player states that they are going to ask for/provide mutual aid, they need to state specifically under which plan and to which agency they will do so.

## Exercise Assumptions and Artificialities

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted and/or account for logistical limitations. Exercise participants should accept that assumptions and artificialities are inherent in any exercise, and should not allow these considerations to negatively impact their participation. During this exercise, the following apply:

* The exercise scenario is plausible, and events occur as they are presented.
* The high school in the scenario is located within each functional group’s jurisdiction.
* There is no hidden agenda, and there are no trick questions.
* All players receive information at the same time.

## Exercise Evaluation

Evaluation of the exercise is based on the exercise objectives. Players will be asked to complete participant feedback forms. These documents, coupled with facilitator observations and notes, will be used to evaluate the exercise and compile the After-Action Report (AAR).

# Module 1: Initial Response

### Friday September 23, 2016:

### 1930 hours

Paradise verses San Joaquin football game begins, hosted by the home team Paradise High School. There are approximately 650 people in attendance.

### 1948 hours

With 6:55 minutes remaining in the second quarter, an explosion in the home team bleachers occurs. Immediately following the explosion, gunshots are heard and several people are shot.

Panic ensues, spectators and players begin running in all directions. The location of the shooter(s) is unknown at this time.

The local PSAPs are inundated with 9-1-1 calls reporting the explosion and shooting. Additional gunshot can be heard in the background by one of the dispatchers receiving a call.

### 1950 hours

Law, Fire and EMS are dispatched to the incident.

## Key Issues

* Numerous people have been injured by the explosion and gunshots
* The scene is in chaos
* The location of the shooter(s) is unknown
* The shooting actively continues

## Questions

Based on the information provided, participate in the discussion concerning the issues raised in Module 1. Identify any critical issues, decisions, requirements, or questions that should be addressed at this time.

## Instructions

Take 20 minutes to discuss the questions below. Assign a group scribe to document your group’s answers and a spokesperson to share your group’s findings.

1. Describe the initial response to this incident in your jurisdiction.
   1. What types and numbers of resources would be initially dispatched?

|  |  |
| --- | --- |
| Law: |  |
| Fire: |  |
| EMS: |  |
| Other: |  |

* 1. Document this on page 4 of your ICS-201 Form

1. What are your initial priorities and incident objectives at this point?
   1. Document this on page 2 of your ICS-201 Form
2. Describe which other agencies, entities, or organizations need to be immediately notified of this incident.
   1. Why?
3. Identify the Incident Commander
4. Which ICS positions need to be filled for the initial response?
   1. Which agencies will fill each position?

# Module 2: Reinforced Response

### Friday September 23, 2016:

### 1951 hours

### The BLS ambulance on stand-by at the game has left the scene, and notifies dispatch of the situation.

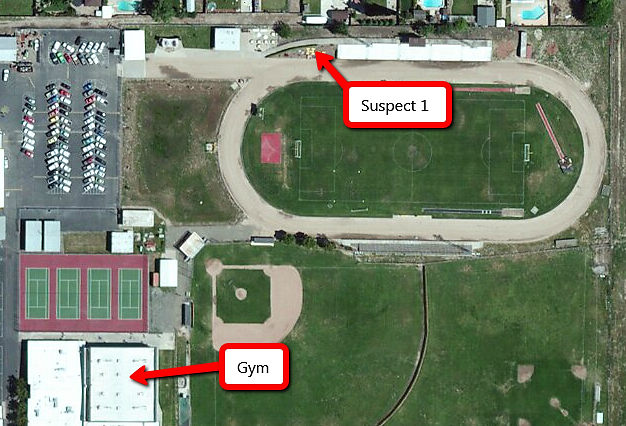
### 1954 hours

Law enforcement arrives on scene. People are running and screaming as they flee the scene.

### Fire and ALS ambulances arrive.

### 1955 hours

As the Contact Team approaches the football stadium they encounter a suspect with a handgun, who begins shooting at them. The suspect is wounded and is taken into custody. The suspect confesses to planting one bomb in the bleachers and that a second shooter is located on top of the gymnasium.



### 1957 hours

## The location of the second suspect is relayed to additional Law Enforcement personnel, who converge upon the gymnasium. A witness runs out of the south door of the gym and reports that there is a guy shooting inside the men’s locker room with a rifle; and that at least three people have been shot.

## Key Issues

* One suspect is in custody and has confessed to the bombing
* A second suspect is actively shooting inside the gym
* The number and severity of casualties is unknown

## Questions

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

## Instructions

Take 20 minutes to discuss the questions below. Assign a group scribe to document your group’s answers and a spokesperson to share your group’s findings.

1. What are your priorities and incident objectives at this point
   1. Have they changed?
   2. Update your ICS-201 Form, as needed.
2. Describe any additional resources needed at this time.
   1. Explain the requesting process for each discipline involved.
   2. How long will it take for the requested resources to arrive on scene?
   3. Update the resource summary on your ICS-201 Form
3. Identify the locations of staging area for incoming resources:
4. Explain how the locations of staging areas will be communicated to incoming resources
5. Explain how situational awareness will be shared with all response personnel on scene, in a timely manner.
   1. Describe how on-scene interoperable communications is established?
6. Identify the location of the following:
   1. Incident Command Post
   2. Hot Zone
   3. Warm Zone
   4. Cold Zone
   5. Perimeter
   6. Casualty Collection Point(s)
   7. Patient triage, treatment and loading areas
   8. Refuge Area
7. How long until the first patient(s) will be transported to definitive care?
   1. What steps are being taken to expedite patient transport?
8. Has Unified Command been established at this time?
   1. If yes, identify the Unified Incident Commanders
9. Which ICS positions need to be filled at this time?
   1. Which agencies will fill each position?

# Module 3: Multi-Branch Response

### Friday September 23, 2016:

### 2002 hours

### Suspect 2, inside the gym, sends one hostage out with a message for Law Enforcement that he wants to be allowed to leave or he will shoot everyone one inside the gym. The hostage provides the suspect’s cell phone number and reports that there are eight other people inside, three of them have been shot. All victims were still alive when he was sent outside.

### 

Upon further questioning, suspect 1 confirms with there are no other bombs or shooters on-scene.

### 2005 hours

Law Enforcement establishes a perimeter around the gym and is attempting to make telephone contact with the suspect.

The Rescue Task Force enters the Warm Zone and begins evacuating patients and victims.

### 2006 - 2015 hours

Patients are being triaged and are readied for transport as there are transferred to the Triage Group through the Casualty Collection Point

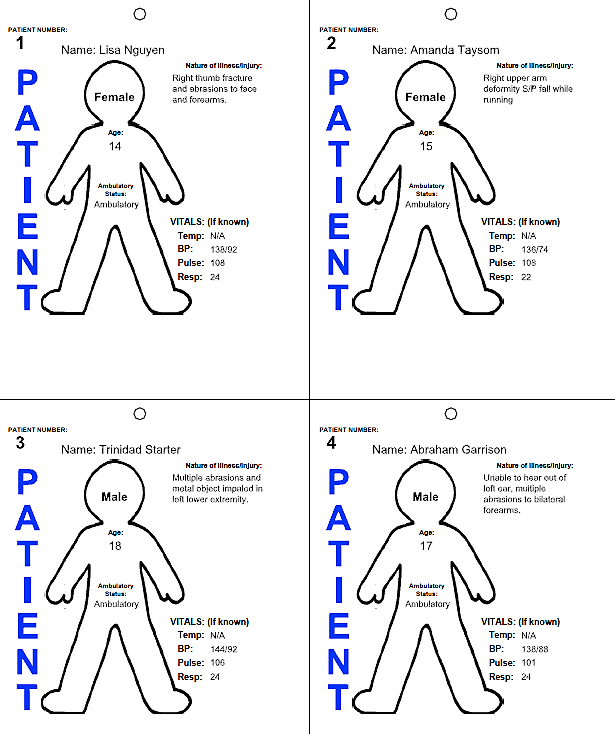
The Patient Transportation Group Supervisor (PTGS) provide the Disaster Control Facility with an initial patient count, based upon the patients listed on pages 13 to 16.

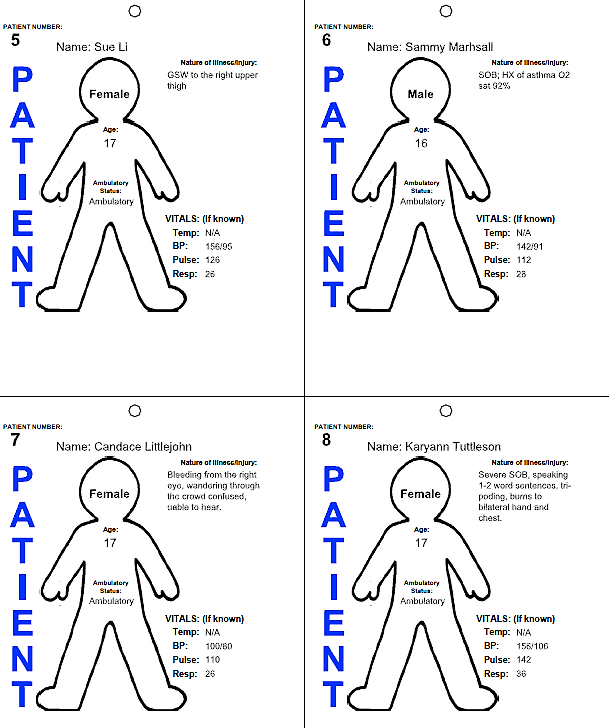
### 2010 hours

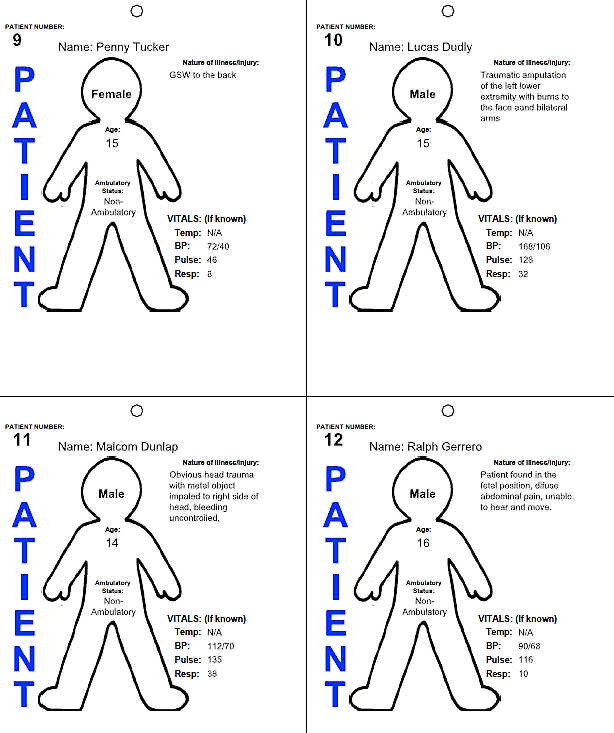
Law Enforcement establishes a telephone contact with suspect 2, who is being cooperative.

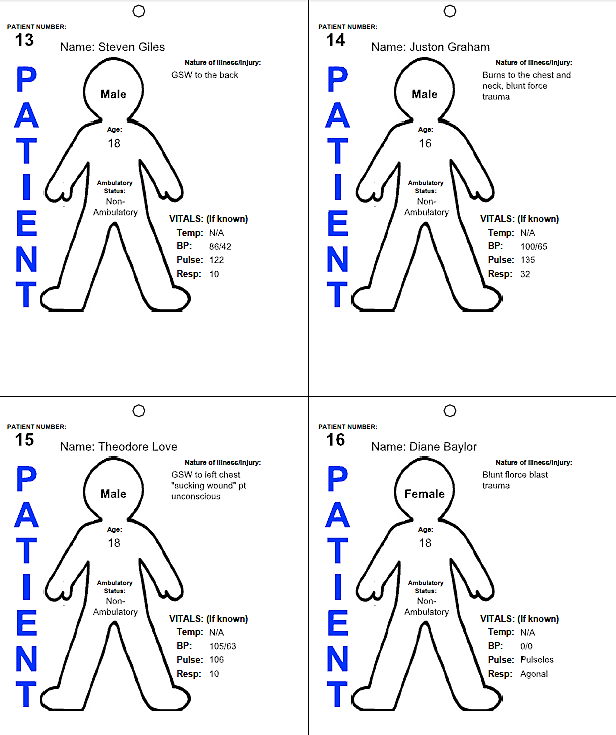
### 2012 hours

Law Enforcement conducts interviews with victims evacuated by the Rescue Task Force.



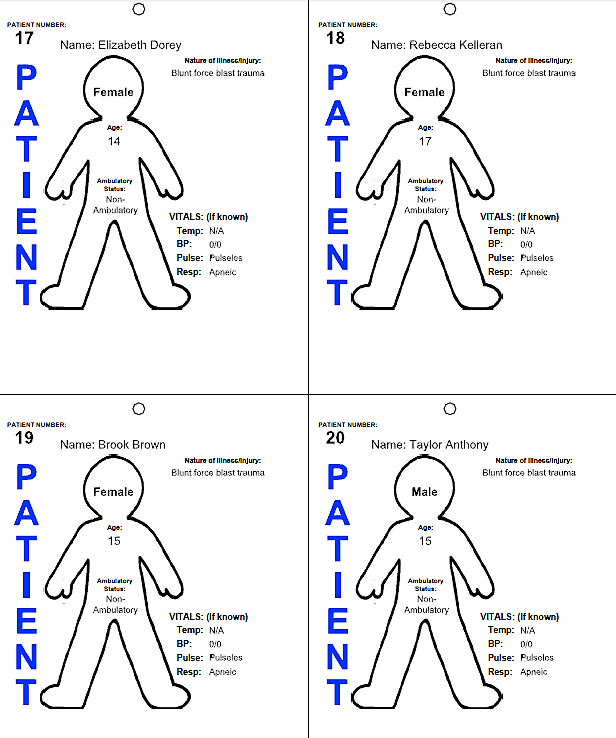


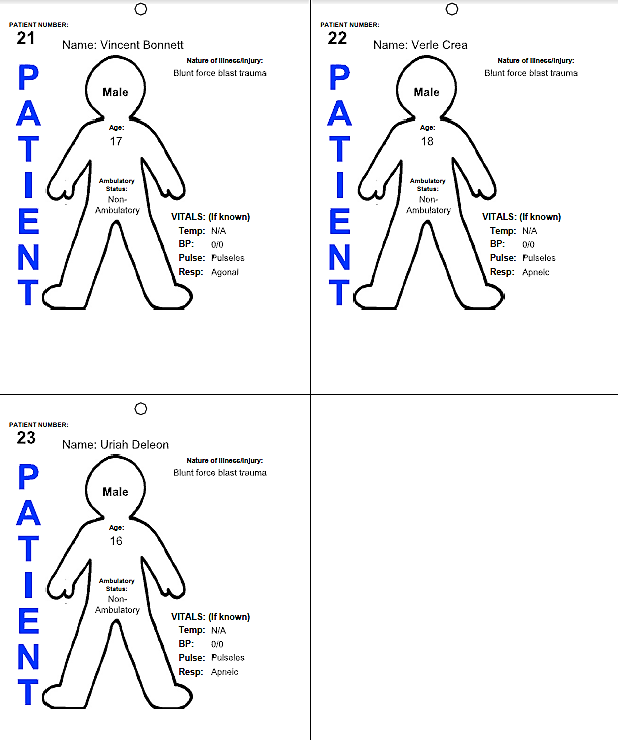




### 2030 hours

The Liter Bearers report to the Triage Unit Leader that all surviving patients have been evacuated. The following deceased patients were left where there were found, most of them appear to have been killed by the explosion:





## Key Issues

* The suspect 2 is still holding hostages, but is being cooperative with Law Enforcement.
* A total of 23 casualties have been confirmed in the Warm Zone around the stadium.
* Unconfirmed number and status of the victims inside the gym.

## Questions

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

## Instructions

Take 20 minutes to discuss the questions below. Assign a group scribe to document your group’s answers and a spokesperson to share your group’s findings.

1. Has Unified Command been established at this time?
   1. If yes, identify the Unified Incident Commanders
2. If not already done, identify the locations of the following:
3. Incident Command Post
4. Hot Zone
5. Warm Zone
6. Cold Zone
7. Perimeter
8. Casualty Collection Point(s)
9. Patient triage, treatment and loading areas
10. Refuge Area
11. Staging Areas
12. Identify the traffic route for ambulance access and egress, to ensure the timely transport of patient off scene.
    1. Describe any ambulance traffic routing challenges, and how they were resolved.
13. Identify the incident priorities and objectives at this point.
    1. Have they changed?
    2. Update your ICS-201 Form, as needed.
14. Identify how many casualties by START category have been confirmed:

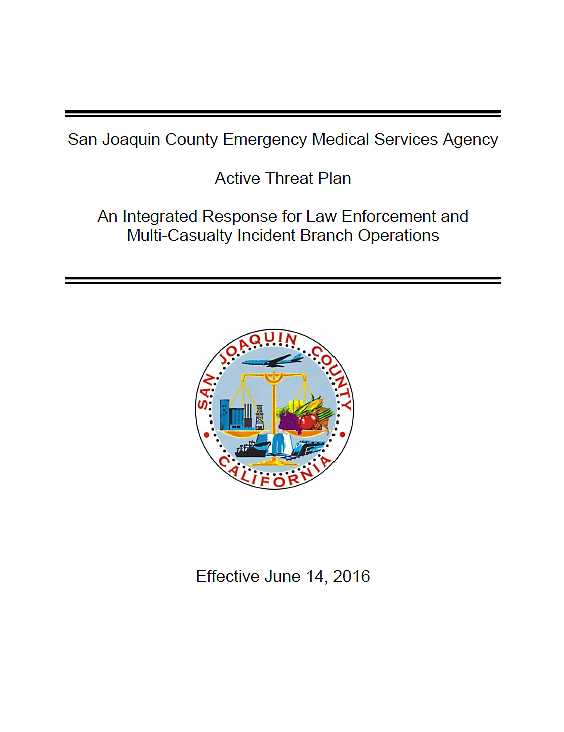
|  |  |
| --- | --- |
| Immediate: |  |
| Delayed: |  |
| Minor: |  |
| Deceased: |  |

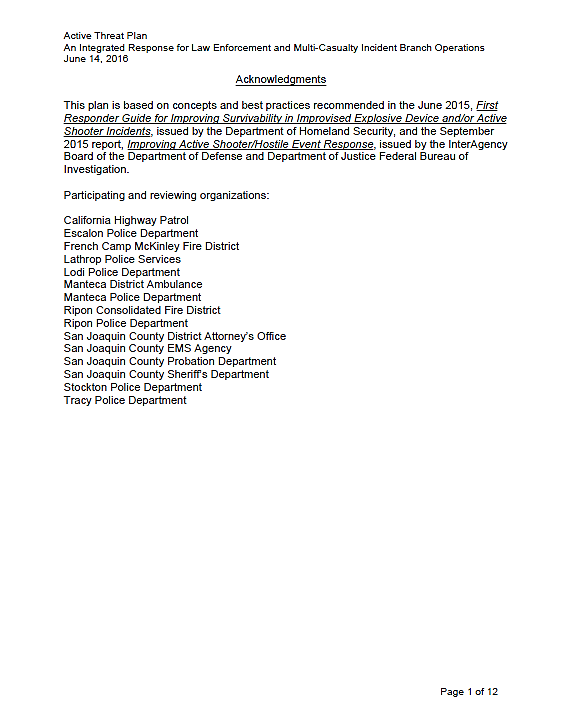
1. Which ICS positions need to be filled at this time?
2. Which agencies will fill each position?

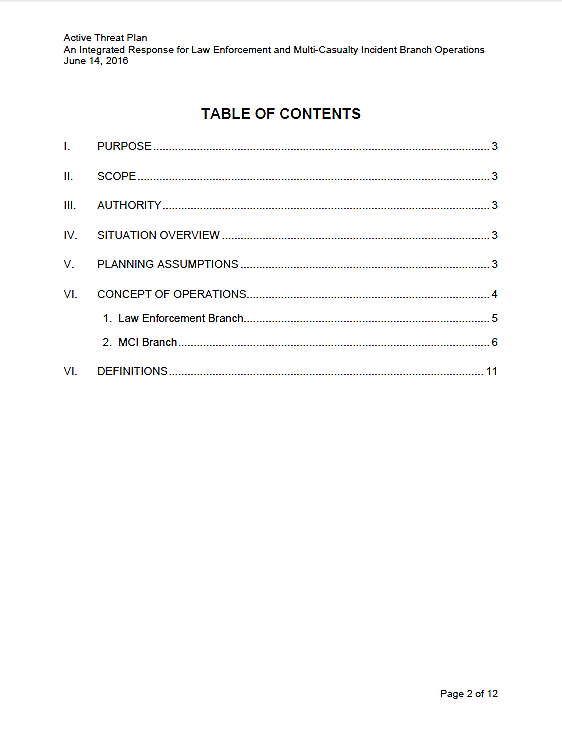
# Appendix A: Exercise Schedule

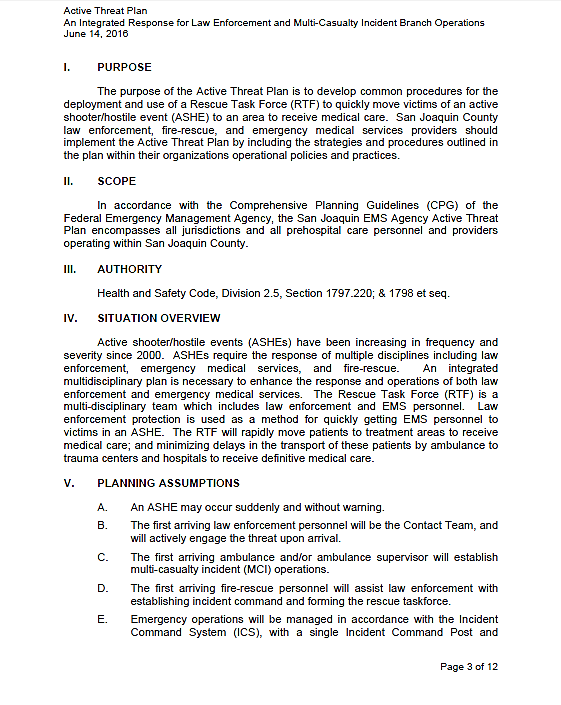
| Time | Activity |
| --- | --- |
| **August 8, 2016** | |
| 0730 - 0800 | Check-In and Registration |
| 0800 - 0815 | Welcome and Exercise Overview |
| 0815 - 0915 | Module 1: Initial Response |
| 0915 - 0925 | BREAK |
| 0925 - 1025 | Module 2: Reinforced Response |
| 1025 - 1035 | BREAK |
| 1035 - 1135 | Module 3: Multi-Branch Response |
| 1135 - 1200 | Hot Wash, Wrap-up and Closing Comments |

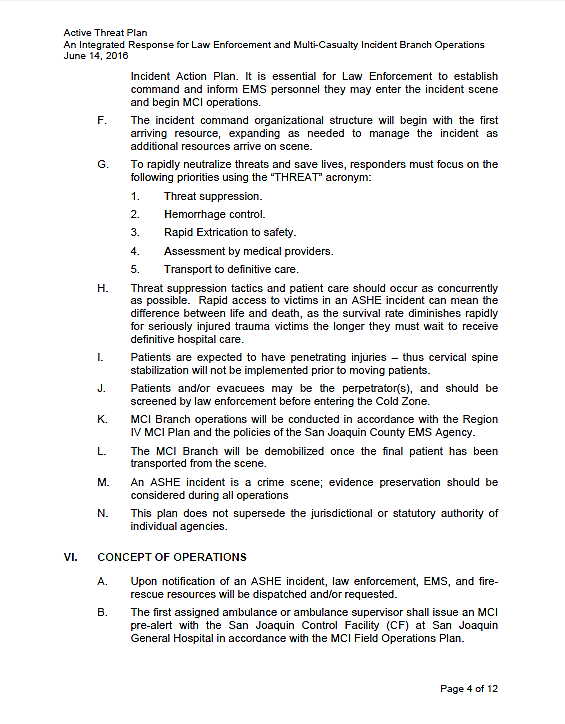
# Appendix B: San Joaquin County Active Threat Plan EMS Agency Policy No.

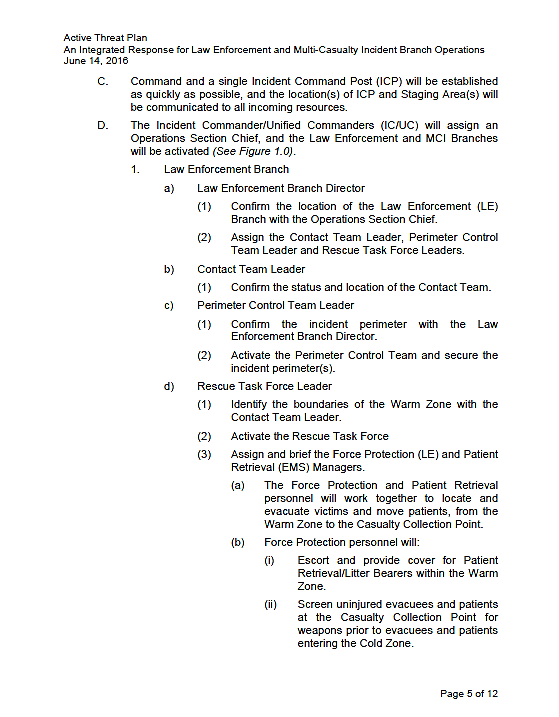


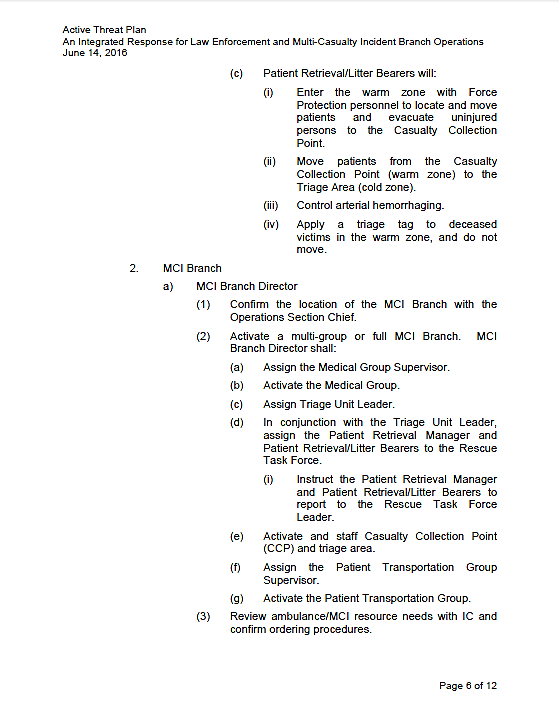


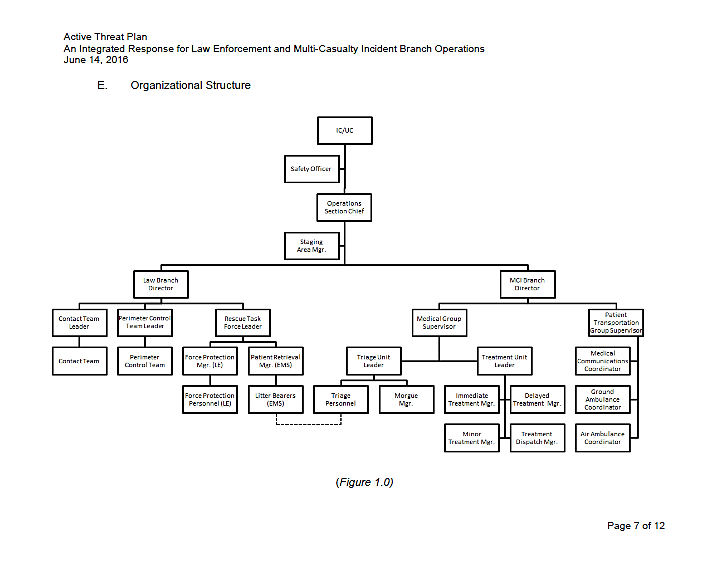


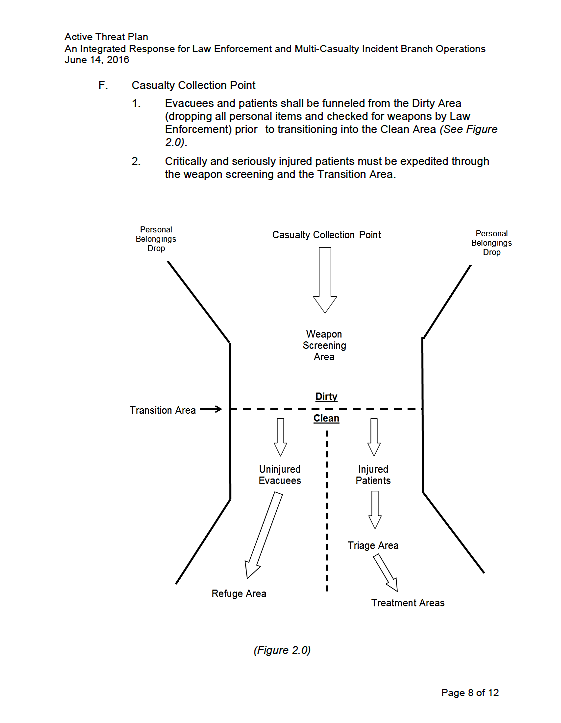


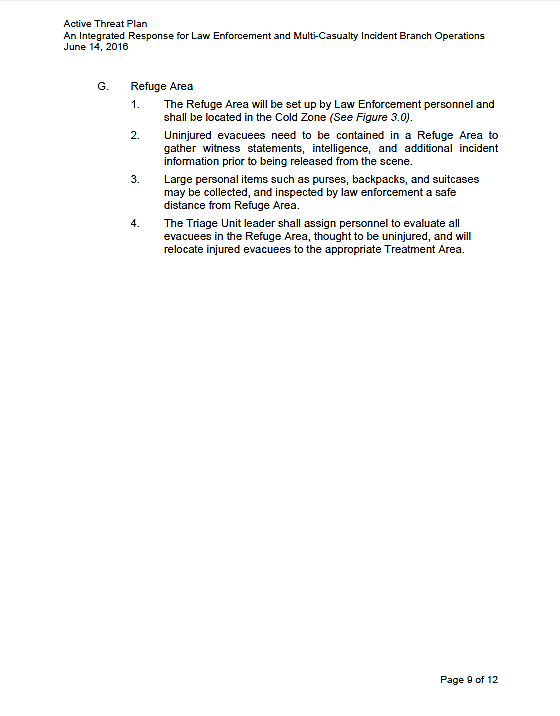


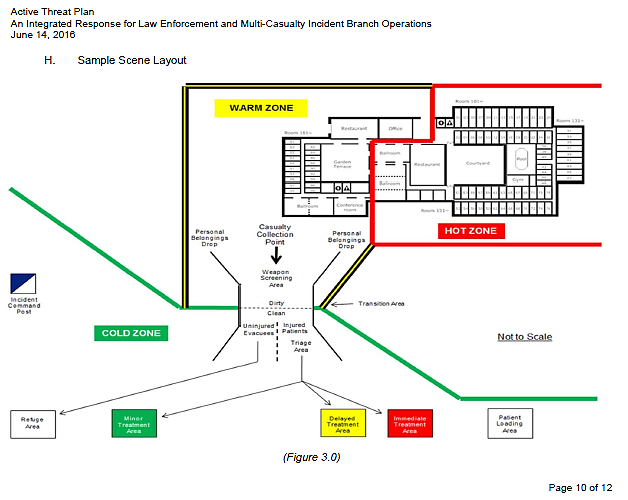


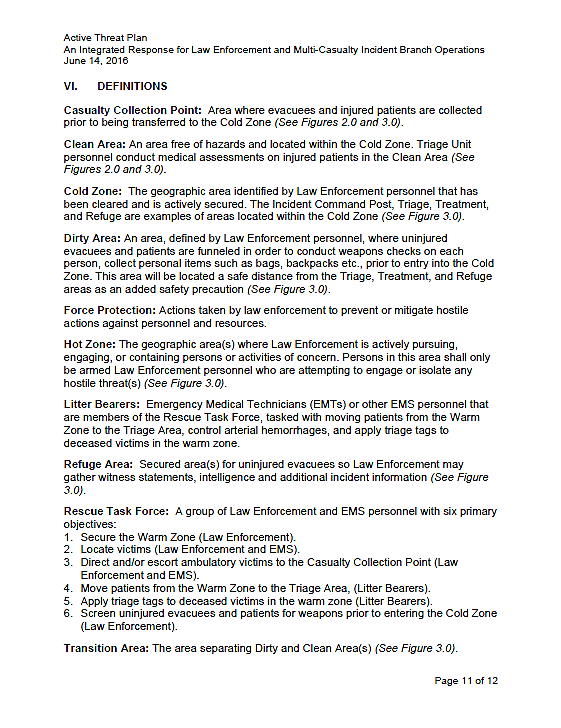


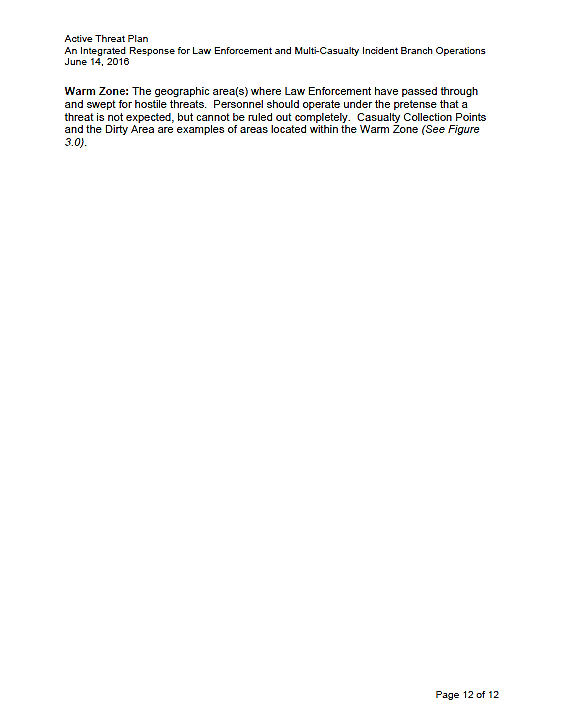




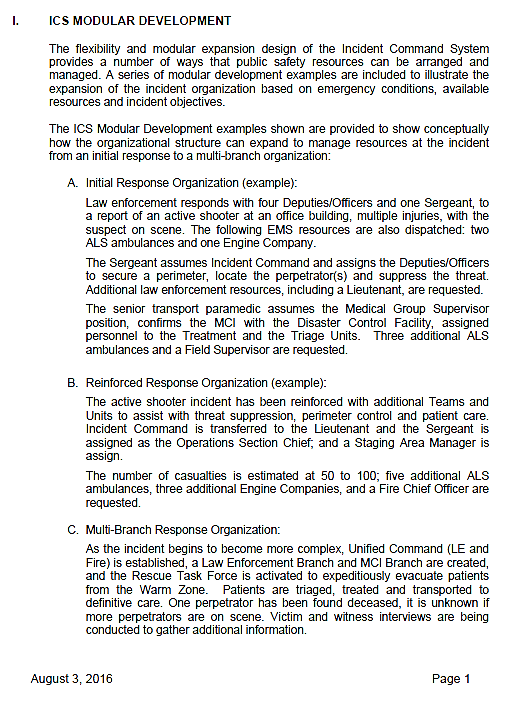


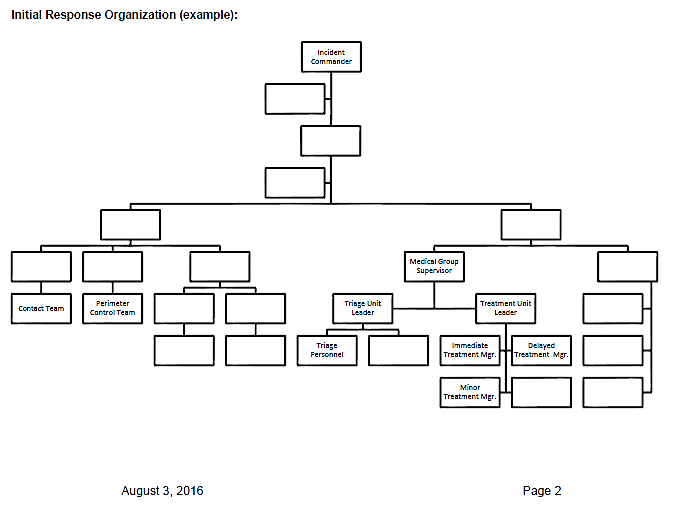


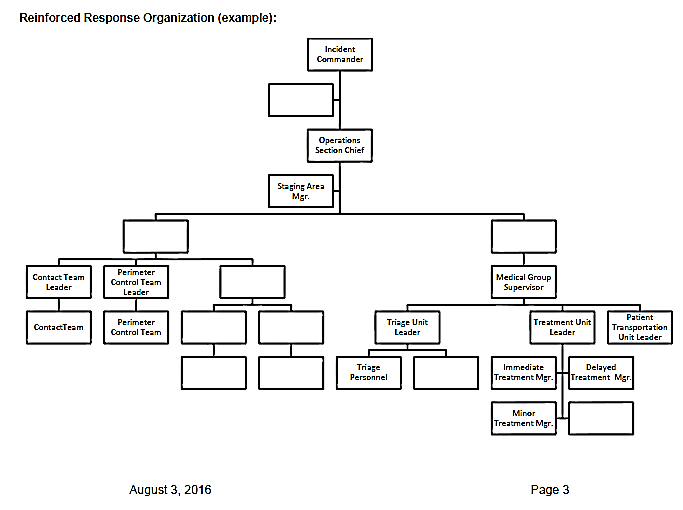


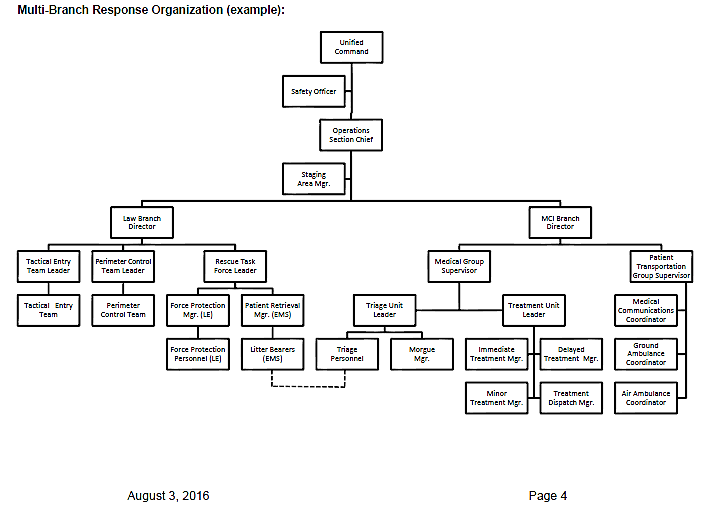


# Appendix C: Active Threat Plan ICS Modular Development

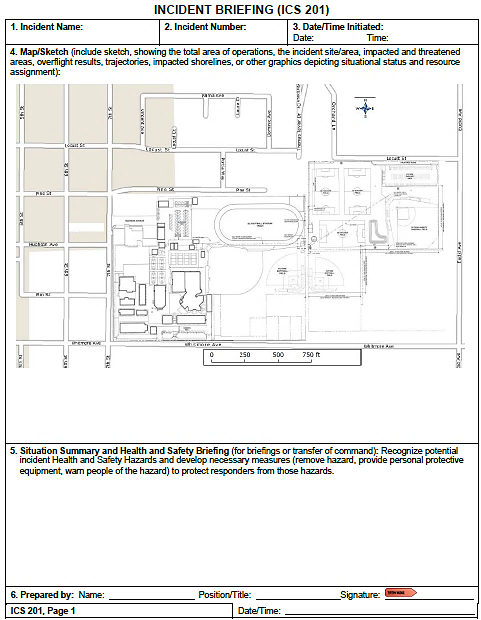


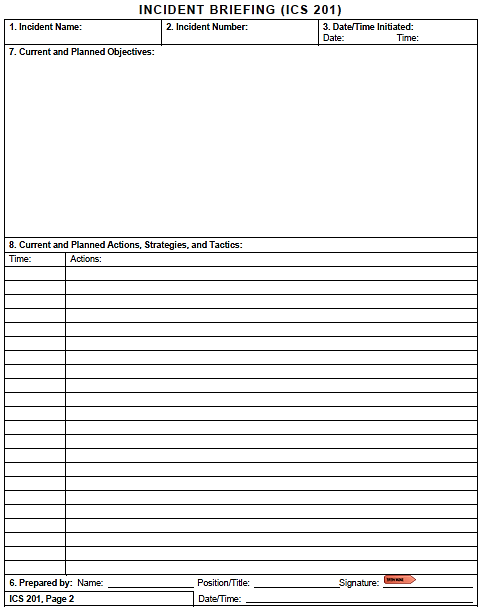


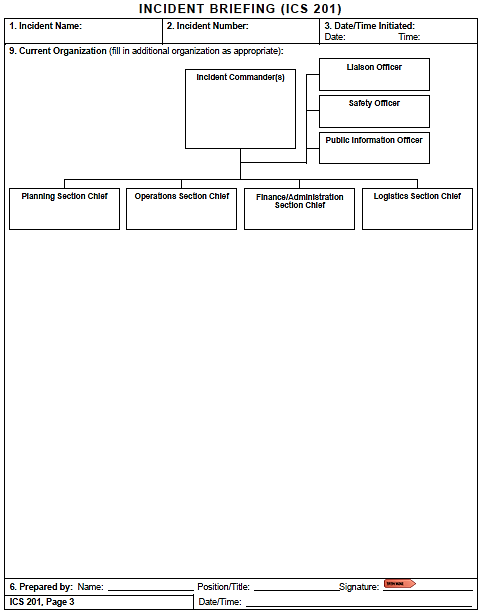


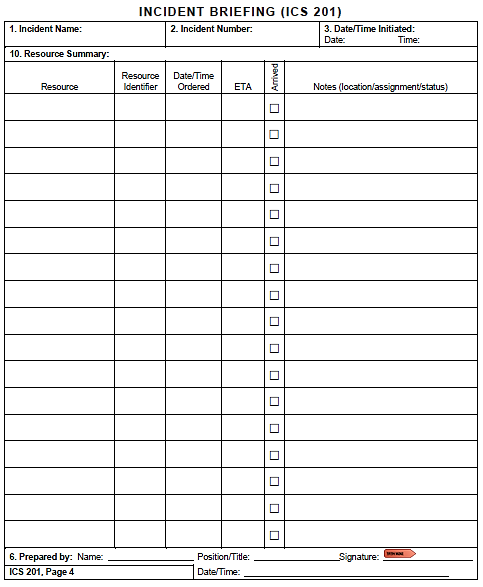


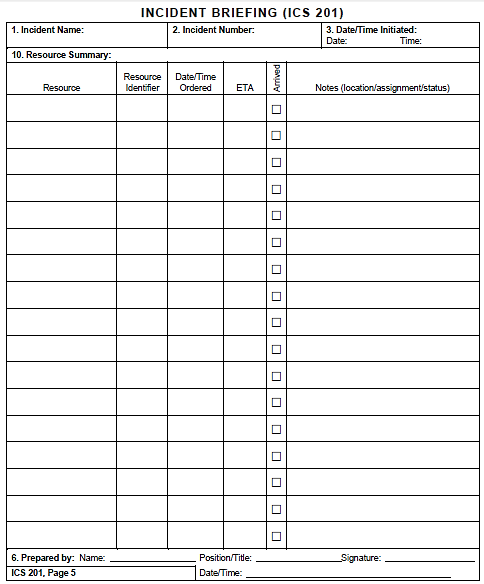
# Appendix D: ICS-201 Form









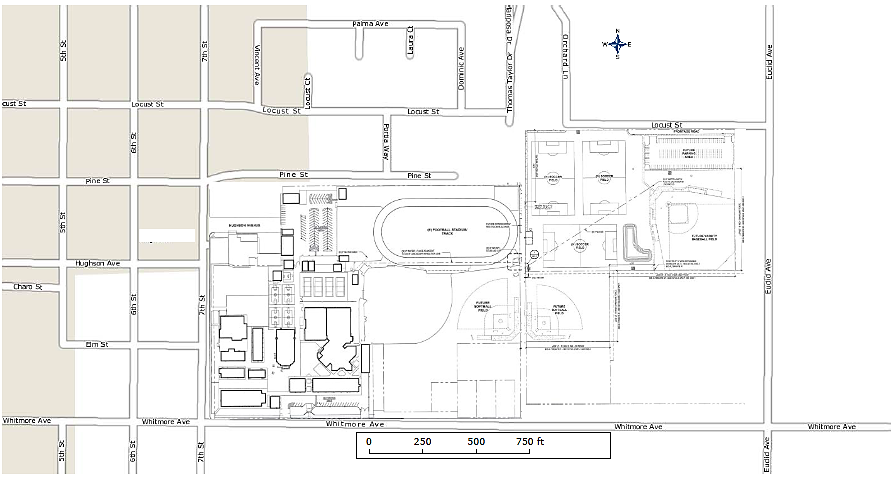


# Appendix E: Acronyms

| **Acronym** | **Term** |
| --- | --- |
| ALS | Advance Life Support |
| AAR/IP | After Action Report/Improvement Plan |
| ASHE | Active Shooter/Hostile Event |
| BLS | Basic Life Support |
| Cal OES | California Governor’s Office of Emergency Services |
| CSWC | California State Warning Center |
| DCF | Disaster Control Facility |
| DHS | U.S. Department of Homeland Security |
| EMAC | Emergency Management Assistance Compact |
| EMS | Emergency Management Services |
| EMSA | California Emergency Medical Services Authority |
| ETA | Estimated time of arrival |
| FOUO | For Official Use Only |
| HSEEP | Homeland Security Exercise and Evaluation Program |
| IC | Incident Commander |
| ICS | Incident Command System |
| MCI | Multi-Casualty Incident |
| MGS | Medical Group Supervisor |
| MHOAC | Medical Health Operational Area Coordinator |
| MICN | Mobile Intensive Care Nurse |
| MSEL | Master Scenario Events List |
| NIMS | National Incident Management System |
| POC | Point of Contact |
| PSAP | Public Safety Answering Point (i.e., 9-1-1 call center) |
| PTGS | Patient Transportation Group Supervisor |
| RDMHC | Regional Disaster Medical Health Coordinator |
| RDMHS | Regional Disaster Medical Health Specialist |
| RTF | Rescue Task Force |
| SEMS | Standardized Emergency Management System |
| SitMan | Situation Manual |
| SME | Subject Matter Expert |
| TTX | Tabletop Exercise |

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# Appendix F: Incident Map



# Appendix G: Participant Feedback Form

Please enter your responses in the form field or check box after the appropriate selection.

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **Name:** |  | | | | | **Title:** |  |
| **Agency:** | |  | | |  |  |  |
| **Role:** | Player | | Facilitator | Observer | | Evaluator | |

## Part I: Recommendations and Corrective Actions

1. Based on the discussions today and the tasks identified, list the top three strengths and/or areas that need improvement.

|  |  |
| --- | --- |
|  |  |
|  |  |
|  |  |

1. Identify the action steps that should be taken to address the issues identified above. For each action step, indicate if it is a high, medium, or low priority.

| **Corrective Action** | **Priority** |
| --- | --- |
|  |  |
|  |  |
|  |  |
|  |  |
|  |  |

1. Describe the corrective actions that relate to your area of responsibility. Who should be assigned responsibility for each corrective action?

| **Corrective Action** | **Recommended Assignment** |
| --- | --- |
|  |  |
|  |  |
|  |  |
|  |  |
|  |  |

1. List the policies, plans, and procedures that should be reviewed, revised, or developed. Indicate the priority level for each.

| **Item for Review** | **Priority** |
| --- | --- |
|  |  |
|  |  |
|  |  |
|  |  |
|  |  |

## Part II: Assessment of Exercise Design and Conduct

Please rate, on a scale of 1 to 5, your overall assessment of the exercise relative to the statements provided below, with 1 indicating strong disagreement with the statement and 5 indicating strong agreement.

| **Assessment Factor** | **Strongly**  **Disagree** | | | **Strongly Agree** | | |
| --- | --- | --- | --- | --- | --- | --- |
| The exercise was well structured and organized. | 1 | 2 | 3 | | 4 | 5 |
| The exercise scenario was plausible and realistic. | 1 | 2 | 3 | | 4 | 5 |
| The multimedia presentation helped the participants understand and become engaged in the scenario. | 1 | 2 | 3 | | 4 | 5 |
| The facilitator(s) was knowledgeable about the material, kept the exercise on target, and was sensitive to group dynamics. | 1 | 2 | 3 | | 4 | 5 |
| The Situation Manual used during the exercise was a valuable tool throughout the exercise. | 1 | 2 | 3 | | 4 | 5 |
| Participation in the exercise was appropriate for someone in my position. | 1 | 2 | 3 | | 4 | 5 |
| The participants included the right people in terms of level and mix of disciplines. | 1 | 2 | 3 | | 4 | 5 |

## Part III: Participant Feedback

What changes would you make to this exercise? Please provide any recommendations on how this exercise or future exercises could be improved or enhanced.

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1. <https://www.fema.gov/mission-areas> [↑](#footnote-ref-1)
2. <https://www.fema.gov/core-capabilities> [↑](#footnote-ref-2)