



## **Base Disaster Plan Draft: Mass Shooting Incident**

Focus on Simulated Event at Large Department Store in Manhattan (Macy's)



Photo credit: Getty Images

## **Management of Public Health Disasters, Fall 2023**

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## 1. Base Plan Preface

Mass shootings continue to pose a serious public health threat to the general public in the United States and other parts of the world. These incidents typically occur without warning and the perpetrators of these types of attacks often spend considerable time to plan and implement an attack that is intended to maximize the casualty count and potentially cause substantial disruption to the normal functioning of the chosen target and/or the functioning of essential services in the location of the attack.

In New York City, while gun violence continues to be a near daily occurrence, with 878 shooting victims to date in 2023 (as of December 11, 2023), active shooter / mass shooting types of incidents have been relatively uncommon. The two most recent mass shooting events in New York City were the 2022 Brooklyn subway shooting, in which 10 people were injured by gunfire and the 2017 active shooter incident inside Bronx Lebanon Hospital, which left 7 people injured by gunfire, with one fatality.

New York City is the largest city in the United States, with a population of 8 million people and nearly 60 million visitors annually. It is considered to be a global hub for business and commerce and is recognized as one of the top destinations in the world for theater and the arts. All of these factors contribute to its potential to be a target for a mass shooting event.

This document is intended to provide a formal plan and guidance for the New York City Department of Health, along with its partner agencies, in their response to a hypothetical mass shooting incident in New York City at Macy's Department Store in midtown Manhattan.

## 2. Signatures of Stakeholders

In developing this plan, the following agencies each play a significant role in the successful planning for, and response to, a mass shooting incident in New York City. This plan has been developed in conjunction with the leadership of these agencies and their signatures below represent their acknowledgement and agreement to the details of this plan on behalf of the agencies they represent.

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**New York City Department of Health:** focused on the protection and promotion of health for New York City's residents and visitors.

Name: \_\_\_\_\_ Title: \_\_\_\_\_

Signature: \_\_\_\_\_

**New York City Police Department:** primary law enforcement agency and responsible for initial securement of the scene and subsequent criminal investigation.

Name: \_\_\_\_\_ Title: \_\_\_\_\_

Signature: \_\_\_\_\_

**Fire Department of New York:** primary agency for the provision of Emergency Medical Services, including, but not limited to, the treatment and, as necessary, transportation of all individuals requiring hospitalization due to injuries or other medical reasons from such an event.

Name: \_\_\_\_\_ Title: \_\_\_\_\_

Signature: \_\_\_\_\_

**New York City Office of Emergency Management:** coordinates New York City's response to emergency conditions and potential incidents that require a multi-agency response.

Name: \_\_\_\_\_ Title: \_\_\_\_\_

Signature: \_\_\_\_\_

### **3. Mission:**

The Department of Health in New York City through its mission is committed to the protection and promotion of the health of residents and visitors to New York City. This includes endeavoring to ensure best possible health outcomes for people in both the immediate and long-term time frames. The agency has a considerable focus on conducting ongoing research and assessment to develop and improve our agency's ability to support the health of our communities.

### **4. Statement of Purpose:**

This disaster plan represents the Department's commitment to plan and prepare for incidents that have the potential to impact the health of the residents and visitors of this city, with a focus on how our agency's response to a mass shooting incident in New York City at a large retail store.

This include the agency's role in ensuring the effective treatment and transportation of the injured, ensuring that the city's hospitals have a centralized resource to ensure they have the necessary resources to handle any patient surge related to such an event, to provide both immediate and ongoing mental health resources to the victims and witnesses to such an event, and to conduct long-term epidemiological research on the outcomes of all individuals who have a health related impact from such an event.

This plan has been developed in concert with the New York City Police Department, the Fire Department of New York, and the Office of Emergency Management, and other agencies whose expertise is required in order to effectively respond to an incident of this potential magnitude and its impact to our city.

### **5. Authority:**

The New York City Department of Health (DOH) plays a pivotal role in the comprehensive approach to addressing gun violence within our state. The DOH brings essential expertise and resources to our gun violence prevention plan that is under the direction of Acting Executive Deputy Mayor Deputy Commissioner Johanne Morne and led by Commissioner Dr. James V. McDonald.

In 2021, New York State made history by declaring the first-in-the-nation gun violence disaster emergency under Executive Order 211, unveiling an innovative strategy to foster a safer New York. The state's approach to gun violence recognizes it as a public health crisis. As a result of this order, the

Office of Gun Violence Prevention (OGVP) was established within the New York State Department of Health.

The OGVP's mission revolves around the creation of a comprehensive, well-coordinated and sustainable approach to prevent gun violence within New York state. The mission is to promote equity through community-led, location-based prevention strategies and methods. Specifically focusing on underprivileged communities with a history in New York state that bear high gun violence rates. OGVP's mission is to find underlying causes of gun violence. Its ultimate goal is to actively contribute to prevention of incidents and eradicate gun violence in these communities.

As stated in Executive Order 211, signed by Andrew M Cuomo, the Governor of the State of New York, Section 28 of Article 2-B of the Executive Law, do hereby declare a State-wide emergency effective July 6th 2021, and until further notice across New York State and Further, direct the creation of the Office of Gun Violence Prevention and creation of the council on Gun Violence Reduction and direct all relevant agencies to take appropriate action to protect the public health, welfare, safety and to assist with local governments or individuals impacted by this disaster. Governor Hochul Signed a landmark legislative package to strengthen gun laws and protect New Yorkers on June 6th 2022.

## **6. Key Definitions:**

- CIMS: NYC Citywide Incident Management System, standardized approach to establish roles and responsibilities and designates authority for city, state or other government entities and nonprofit and private sector organizations performing and supporting emergency response.
- DOH: New York City Department of Health
- EM+ER: Emergency Management + Emergency Response
- FDNY: Fire Department of New York, coordinates Emergency Medical Services in New York City
- GETS: Government Emergency Telecommunications Services
- HHC: New York City Health & Hospitals Corporation, oversees 11 public hospitals in New York City
- ICS: Incident Command System
- NIMS: National Incident Management System
- NYPD: New York Police Department, primary law enforcement agency in New York City
- NYC REMSCO: New York City Regional Emergency Management Services Council, establishes prehospital treatment protocols in New York City
- OEM: New York City Office of Emergency Management, coordinates incident response to large incidents and can secure resources needed to support responding agencies
- OGVP: Office of Gun Violence Prevention

## **7. Internal Emergency Communication Plan:**

This internal emergency communication plan aims to facilitate a coordinated and effective response to a mass shooting incident at Macy's department store in Midtown Manhattan, aligning with the DOH's mission to protect and promote public health. By working together with key agencies and stakeholders, we can ensure the best possible outcomes for our city's residents and visitors in both the immediate and long-term aftermath of such a tragic event.

### **a. Activation Trigger:**

The activation trigger for this plan is a mass shooting incident at Macy's department store in Midtown Manhattan, which poses a significant threat to public health and safety.

### **b. Notification:**

The New York City Department of Health's Emergency Management and Response (EM+ER) team will immediately notify relevant personnel and agencies, including the NYC Police Department, Fire Department of New York, and Office of Emergency Management, upon activation of the plan.

### **c. Coordination:**

EM+ER will coordinate with the aforementioned agencies to ensure a unified response. Internal communication channels will include phone calls, emails, and in-person meetings.

### **d. Resource Allocation:**

Identify and allocate necessary resources, including personnel, medical supplies, and mental health professionals, to support the response effort.

### **e. Public Health Messaging:**

Develop and disseminate clear and accurate public health messages to guide residents and visitors on safety measures, mental health support, and available resources.

### **f. Support to Hospitals:**

Collaborate with city hospitals to ensure they have the necessary resources to handle patient surges and provide quality care.

### **g. Mental Health Services:**

Activate mental health resources to provide immediate and ongoing support to victims and witnesses. Promote awareness of available mental health services.

#### **h. Epidemiological Research:**

Initiate long-term epidemiological research to study the health-related impacts and outcomes of those affected by the incident. Share research findings with relevant agencies and the public.

#### **i. Regular Updates:**

Provide regular updates to all involved agencies and stakeholders throughout the response and recovery phases.

#### **j. Deactivation:**

Deactivate the emergency communication plan when the incident is resolved and public health is no longer at risk.

#### **Communication methods:**

In the event of a mass shooting incident at Macy's department store in Midtown Manhattan, effective communication is crucial to coordinate response efforts, provide critical information to the public, and ensure the well-being of those affected. The NYC DOH will utilize various communication methods to achieve these objectives:

- Emergency Operations Center (EOC)
- Internal Agency Communications
- Interagency Coordination (e.g., NYPD, FDNY, OEM)
- Public Health Messaging (e.g., NYC DOH website, social media (e.g., Twitter, Facebook), and local news outlets)
- Press Conferences and Media Relations (e.g., community organizations, local leaders, and advocacy groups)
- Community Engagement
- Epidemiological Research Updates
- Regular Updates to Stakeholders

#### **Communication methods:**

- Mobile App Alerts:
- Text Messaging Services:
- Community outreach Team:
- Amber Alert System:
- Community Radio Stations:

- Emergency Hotlines
- Digital Billboards:
- Public Transportation Announcements
- Satellite Phones and Radio Systems

### **Plain language policy:**

We always use plain language because we want to help you and your loved ones stay safe and informed during difficult times. We know that clear communication is the best way to achieve this.

### **Our Commitment:**

1. **Clear and simple messaging** that is easy to understand.
2. **No jargon:** We will avoid using complicated words, acronyms, or technical terms that might confuse the general public or personnel from other agencies unfamiliar with local vernacular
3. **Short and Direct:** Our messages will be short and to the point, provide only the most important information.

### **Means of Communication to the Public:**

1. **Emergency Alert Systems:** Broadcast emergency messages on television and radio stations.
2. **Wireless Emergency Alerts (WEA):** deliver concise, location-based emergency messages
3. **Social Media Platforms:** provide real-time updates and share important information using Facebook, twitter, Instagram etc.
4. **NYC DOH Website:** Publish detailed and regularly updated information
5. **Press Conferences and Media Relations:** provide accurate and official updates to the media.
6. **Multilingual and fully accessible Communication:** Provide information in multiple modalities and languages to accommodate the diverse populations.
7. **Email Alerts:** Send email alerts to subscribers, including healthcare providers, community leaders, and residents, with updates on the situation and available resources. Encourage recipients to share this information within their networks.
8. **Public Address Systems:** (e.g. transportation hubs, government agencies, etc.)
9. **Collaboration with Partner Agencies (e.g., NYPD, FDNY, OEM, etc.):** Share updates and coordinate messages to avoid confusion.



10. **Hotlines and Helplines:** Set up dedicated hotlines and helplines with trained operators to address inquiries and provide support to residents and visitors seeking assistance.

By employing these external communication methods, the NYC DOH aims to ensure that accurate information reaches the public, residents, visitors, and external stakeholders promptly and efficiently during the Macy's mass shooting incident. Clarity, consistency, and accessibility of information are crucial during emergencies to facilitate an informed and coordinated response.

## **8 - Mutual Aid Agreements**

New York City Department of Health recognizes the importance of cooperation and collaboration with external agencies and organizations to effectively respond to emergency situations. As part of our commitment to preparedness and ensuring the safety of the employees, customers, and the community, NYSDOH has entered into a Mutual Aid Agreement with various key stakeholders, including the New York City Regional Emergency Management Services Council (NYC REMSCO) and other relevant entities. This agreement enables us to access additional resources and support during disaster events, unusual emergencies, multiple casualty incidents, or evacuations in the New York City region when the need arises.

The Mutual Aid Agreement involves cooperation with the following agencies and organizations:

- New York Police Department (NYPD)
- Fire Department of New York (FDNY)
- New York City Regional Emergency Management Services Council (NYC REMSC)
- NYC Office of Emergency Management (OEM)
- New York City Health and hospitals. (HHS)
- New York State Department of Health (NYS DOH)
- US Department of Health & Human Services (HHS)
- Center for Disease Control and Prevention (CDC):
- Federal Emergency Management Agency (FEMA)
- Federal Bureau of Investigation (FBI)
- American Red Cross

## **PUBLIC HEALTH CONCEPT OF OPERATIONS (CONOPS)**

This Concept of Operations (CONOPS) plan for a mass shooting incident at Macy's department store in Manhattan, New York, encompasses mitigation, preparedness, response, and recovery strategies. This plan is designed to guide the response of relevant agencies and stakeholders, ensuring a coordinated and effective approach to protect public health and safety.

- 1. Mitigation:** Continuously assess the risk of a mass shooting event in high-profile locations such as Macy's. Collaborate with law enforcement to identify and mitigate potential threats through intelligence gathering and community engagement. Conduct public awareness campaigns on the importance of reporting suspicious activities and promoting responsible gun ownership. Enhance security measures at public locations, including Macy's, by employing surveillance systems with up to date facial recognition technology that has tracking capabilities, deploying security personnel, and mandating large bags to be checked upon entry. This can be accomplished with designated express lanes for individuals that do not have bags.
- 2. Preparedness:** Conduct regular training and drills with involved agencies to ensure a well-coordinated response. Maintain a stockpile of essential first aid medical supplies, equipment, and mental health resources. Establish and maintain communication systems, both internal and external, including a public information campaign. Ensure that mutual aid agreements with relevant agencies are up-to-date and understood. Establish and communicate the incident command structure to maintain order and control during an event.
- 3. Response:** Upon the trigger event, activate the emergency response plan and the incident command structure. EMS provides immediate medical care to the injured and transports them to nearby hospitals. DOH activates mental health resources to offer immediate and ongoing support to victims and witnesses. DOH activates the Family Reunification Center and works with the Medical Examiner's Office to manage the decedents and the families of decedents. DOH notifies and activates MOUs with the NYDIS (New York Disaster Interfaith Center) in order to provide spiritual care to families of those injured or deceased. <https://www.nydis.org/about-us/> ). The DOH also works with the New York Police Department, The Mayor's office, and others to disseminate clear, disability accessible, clear language that will be translated in multiple languages to relay public health messages regarding the shooting through various communication channels to guide residents and visitors on safety measures and available resources. OEM coordinates with the NYPD, FDNY, OEM, and other agencies to ensure a unified response and resource allocation. Implement the NYC Citywide Incident Management System (CIMS) and the Incident Command System (ICS) for efficient incident management. Allocate resources as necessary, including personnel, medical supplies, and mental health

professionals. Initiate long-term epidemiological research to study health-related impacts and outcomes of those affected.

There will be ongoing collaboration and correspondence between all responding law-enforcement agencies and the FDNY. In the operations section, they will implement tactical objectives outlined by the ICS.

The planning section is responsible for collecting, evaluating, and disseminating information about the incident. The logistics section provides resources and support during the incident. Logistics also manages facilities, transportation, equipment, and supplies. The Finance/Administration section handles financial matters regarding incidents, including cost analysis and procurement.

During a disaster, the plan will be activated and all relevant agencies will be notified. Supervisors will ensure that all staff are aware of their duties and responsibilities. The ICS delineates the roles of the FDNY, NYPD, and Office of Emergency Management (OEM) and which units will be utilized for the mass shooting. FDNY is in charge of patient treatment and transportation. FDNY will coordinate with NYC Health & Hospitals and private partners for response and preparedness. NYPD will activate specialized units such as SWAT teams and Emergency Service Units, as well as Crisis Negotiation Teams. NYPD will also work with the other law-enforcement agencies to manage the situation and to promote public safety and security.

**4. Recovery:** The DOH deactivates the emergency response plan when the incident is resolved and public health is no longer at risk. The DOH supports community rehabilitation efforts, including all those affected by the incident who work or were present during the shooting at Macys and the surrounding area. The DOH will continue to provide or refer mental health services for affected individuals. DOH will promote community resilience by providing training, support, and resources to help residents and businesses recover. The DOH will conduct a thorough after-action review to identify strengths and areas for improvement in the response and revise the plan accordingly. Finally the DOH will continue to monitor the health of those affected by the incident and provide ongoing support as necessary.

## DISASTER-AFFECTED COMMUNITY NEEDS ASSESSMENT:

Mass shooting incidents, unfortunately, present a grave public safety threat with potentially devastating consequences. These incidents typically occur without warning and can lead to significant casualties, widespread panic, and a substantial disruption to normal community life. One example of the profound impact of such an event is the tragic incident at the Pulse nightclub in Orlando, Florida, in 2016. During this mass shooting, 49 people lost their lives, and many more were injured. The Pulse nightclub shooting serves as a sobering reminder of the potential consequences of such incidents and highlights the urgent need for comprehensive preparedness and response planning to protect lives and minimize the damage in scenarios like the shooting at Macy's department store in Manhattan.

**KEY CONSIDERATIONS IN ACTIVE SHOOTER RESPONSE PLANNING**

To navigate these crises, every organization should have a detailed response plan in place, identify the members of an emergency response team, and practice—and practice, and practice—the different components of the plan. The following considerations can help organizations to build a comprehensive active shooter response plan or refine their existing response and education efforts:

- **Develop a plan.** These situations require different measures than other emergencies like fire or natural catastrophe, so while practice can be done similarly, the plan itself must address the distinct characteristics of the risk.
- **Educate employees.** Inform staff of the plans and procedures that will be essential in such a crisis, including what to do if they can run, hide and shelter in place, or must fight. It is also important that they know what to expect from responders and not to interfere with law enforcement. Managers should be ensuring that this information filters down to the entire staff.
- **Identify shelter.** There is usually an area in the workplace that can easily be made more secure, such as an office with a locking door. Let employees know about this preferred shelter-in-place location. While not all employees may be able to reach it in a crisis, this will also help remind everyone about best practices for safely sheltering in place.
- **Make training routine.** Whether in the form of videos, security policy reminders or drills, the more training provided, the more confident employees will feel in their response, and the more effective that response will be.
- **Engage law enforcement.** In addition to opening lines of communication with first responders, ensure local authorities have detailed information about your workplace, including floor plans, if possible. The more information responders can have going in, the faster and more effective they can be.
- **Account for the aftermath.** Your response plan should address what to do to get back to normal, including counseling for employees, business continuity plans and information on any insurance coverage that may be triggered.

**Figure 1: Chart from Risk Management on Importance of response planning**

“Risk Management Magazine - Strengthening Your Active Shooter Response Plan.” Magazine,  
[www.rmmagazine.com/articles/article/2023/06/01/strengthening-your-active-shooter-response-plan](http://www.rmmagazine.com/articles/article/2023/06/01/strengthening-your-active-shooter-response-plan).

In the mitigation phase, a comprehensive assessment of mass shooting threats and vulnerabilities in New York City has revealed several key findings. NYC, with its high population density, diverse demographics, and numerous high-profile landmarks, faces a potential risk of mass shooting incidents. These events are influenced by various factors such as social unrest, extremism, gang-related activities, and personal grievances, necessitating ongoing threat assessments. The city has taken significant security measures post-9/11, including increased law enforcement presence, surveillance

systems, and security personnel at iconic locations like Times Square, transportation hubs, and cultural venues. While these measures have largely focused on preventing acts of terrorism, there may be gaps in addressing mass shootings specifically, warranting further scrutiny and improvement. Community engagement and awareness play a pivotal role in preventing mass shootings. NYC has initiated programs to encourage the reporting of suspicious activities and promote responsible gun ownership. However, building trust between law enforcement and diverse communities remains a challenge. As for public infrastructure, NYC boasts overall resilience, but vulnerabilities may exist within essential services like public transportation, utilities, and communication systems. Disruptions to these critical services during a mass shooting incident could significantly impact response and recovery efforts.

Regarding mass shooting incidents in New York City, a population vulnerability assessment pinpoints crucial areas of concern. Demographic vulnerability analysis identifies at-risk groups of all ages, including children and the elderly, individuals with lower income levels, minority communities, and those with special needs. Furthermore, the assessment underscores the importance of healthcare access and medical facility availability, emphasizing that limited access may create barriers to timely care for specific groups. The psychological impact on those directly involved or who have witnessed such incidents presents a significant concern, requiring immediate access to mental health services to address trauma, anxiety, and depression. Economic vulnerability is another critical consideration, with the potential for significant impact on employment, housing stability, and overall economic well-being. Low-income individuals are particularly vulnerable due to their limited financial resources.

In the context of mass shooting incidents in New York City, a comprehensive critical facilities assessment is essential. It encompasses healthcare facilities, emergency services, shelter options, and transportation systems. Healthcare facilities play a vital role in providing medical care, including mental health services, which significantly impact the survival and recovery of the injured. The readiness of key emergency services, such as the NYPD and FDNY, is pivotal for a well-coordinated response to minimize casualties and maintain public safety. Identifying available shelters is crucial for individuals displaced by the incident, offering immediate refuge for those unable to return home. Evaluating transportation systems ensures the timely arrival of responders, facilitates medical transportation, and ensures safe evacuation for the public.

In the aftermath of a mass shooting incident in New York City, it is crucial to conduct an economic assessment. This assessment focuses on four key aspects. First, it evaluates the economic impact on local businesses, especially those in close proximity to Macy's, considering the potential disruption and revenue loss. Secondly, the incident's impacts on employment and the local labor force, acknowledging potential job disruptions and difficulties in returning to work. Thirdly, assessment of property damage, understanding its implications for insurance claims and property values, impacting property owners and

the real estate market. Lastly, the economic assessment plays a pivotal role in developing strategies for economic recovery, including support for affected businesses, job retraining programs for impacted individuals, and measures to stimulate economic growth in the affected areas.

In summary, we can suggest that there is a substantial need for assessment of ongoing threats, addressing potential gaps in mass shooting prevention, fostering community engagement, importance of healthcare access, mental health support, and timely effective response efforts. The impact on businesses, employment, property, and economic recovery in the aftermath of a mass shooting incident in New York City.

### **MATCHING RESOURCES TO NEEDS**

In the event of an active shooter and mass shooting in New York City, the NYC Emergency Management (NYCEM) will closely coordinate the response and recovery and they will share this responsibility with the NYC DOHMH and NY Police Department (who will be in charge of the response to the active shooter incident). NYC OEM will match available resources to make sure that the needs of the impacted community members (including the first responders) are met. DOHMH works closely with the NYCEM to address immediate public health aspects.

### **Public Safety and Security:**

NYPD neutralizes the threat, establishes perimeters, and conducts safety measures to secure the area to prevent further harm. By doing this, they will evacuate civilians from the mass shooting zone and assess if there are any hostages. The NYPD will coordinate with the FBI and other agencies, as needed. NYPD Emergency Service Units will be activated as they are used in mass shooting incidents due to their advanced training in threat resolution. Specialized law enforcement units are used for crisis negotiation if it becomes a hostage situation. Law enforcement will ensure security at the crime scene, collecting all evidence and coordinating with different teams. Emergency Service Units, along with fire services, collaborate with law enforcement to facilitate a safe approach to reaching victims and providing medical services in mass shooting incidents. Law enforcement and Emergency Service Units will identify a safe zone for treatment areas. Overall, the NYPD in the ICS chain is primarily responsible for law enforcement conduct when it comes to mass shootings or active shooter scenarios.

1. "Active Shooter Planning and Response in a Healthcare Setting," FBI, June 13, 2016, [https://www.fbi.gov/file-repository/active\\_shooter\\_planning\\_and\\_response\\_in\\_a\\_healthcare\\_setting.pdf/view](https://www.fbi.gov/file-repository/active_shooter_planning_and_response_in_a_healthcare_setting.pdf/view).

**Patient Treatment and Transport:** The objective of FDNY is to prioritize medical care for the injured. Sometimes, in incidents of mass shootings, triage may be set up locally based on the severity of injuries by FDNY and EMS. Triage helps to categorize patients based on their injury and the kind of

treatment that is required. Some patients will need rapid medical intervention to stabilize their condition until they are transported. When it comes to FDNY and patient transportation, communication is essential to avoid overwhelming hospital(s). Emergency departments will be placed on standby to provide medical services for a potential high volume of patients. Anonymized patient care documentation and medical records will be used for future analysis. Ambulance reports are a record and can be assessed afterwards to see where improvements could be made for future incidents. This has the goal of making sure that ongoing training will help with well-coordinated, efficient, and life-saving responses to mass shooting incidents in New York City.

### **Medical Supply and Resources Procurement:**

It is essential that hospitals plan accordingly for mass casualty incidents. In terms of protocols that hospitals have to follow in mass shootings, there is a rapid procurement protocol where medical supplies or resources are accelerated for use. Logistics and distribution can calculate medical and pharmaceutical supplies in hospitals to find real-time inventory. That is usually conducted through an assessment of stock using inventory management software that can provide the data to match the resource needs assessment. NYC DOHMH provides guidelines and recommendations for hospitals for mass shooting preparedness. The logistics section can request assistance from local civil authorities, and ICS can request assistance if support is needed. There are, at times, collaborations with NGOs or volunteer organizations. Another critical resource is mental health care since victims may have experienced extreme trauma. Mental health support can occur in hospital settings as part of an emergency response plan. These services can also be provided to the victims and their families. When patients, victims, and families are in the hospital setting, there is initial mental health support; however, if there is a need, crisis counseling will become available. Mental health support is even emphasized at discharge for victims of mass shootings in case they experience depression, anxiety, or PTSD. Mental health is part of emergency response in mass shooting incidents due to the lasting impacts that a survivor can experience.

### **Reunification Family Center:**

The Department of Health, working closely with other agencies, is responsible for establishing a central reunification center focused on connecting and/or notifying family members, or other next of kin, of the status of individuals injured or deceased as a result of a mass shooting incident. This includes a high level of coordination with hospitals and on-scene law-enforcement to rapidly identify victims and utilize a shared database that is used to facilitate timely notification. Also, if there are fatalities as a result of a mass shooting incident, there needs to be a sensitive approach to providing necessary support to families. This is when interagency collaboration can happen in efforts to identify an individual. It would be important to incorporate spiritual care and psychological first aid provided in NYC by the NYDIS



Interfaith network and to respect the families culture and religious beliefs when it comes to handling arrangements for the deceased family members.

**Communications:** There will be a public warning specialist reporting on the event provided by DOH jointly with NYCEM that will provide emergency information to the general public. They will work in close contact with the Public Affairs specialist from NYPD and any other relevant agencies. There will be ongoing meetings during the incident and afterwards to make sure that information is being conveyed accordingly. There will be many different methods of communication among the management staff and their staff to make sure there is a coordinated response and to ensure dissemination of accurate information. Additionally, after mass shooting incidents, there will be ongoing communication regarding the recovery process.

## **EVALUATING EFFECTIVENESS OF RESPONSE**

The Incident Commander will evaluate the effectiveness of the response plan, especially in mass shooting incidents. Demobilization will be authorized by the Incident Commander when the situation has been neutralized, and there is no further risk to the public or responding agencies.

The main reason for evaluation is to improve disaster response in mass shooting incidents.

The response and recovery phase are four distinct stages that occur sequentially as an incident evolves. The entities would be the NYPD to assess all operations in incident reports. Law enforcement will conduct an investigation report around the shooter, the activities (e.g., social media posts, etc.) of the perpetrator leading up to the incident and any connections to any groups with extremist ideologies. Conducting a full analysis of operations on the day of the incident will help to refine emergency operations plan (EOP) for similar incidents. The initial phase of response and recovery stage would revolve around the primary emphasis, which is time. How quickly was the NY Police Department response, how quickly were injured taken to nearby hospitals, etc. How rapidly were all response entities notified and how quickly was their response activated? Coordination and collaborations will be evaluated on law enforcement, emergency medical services (FDNY and EMS), and other relevant entities that were part of the response to the mass shooting incident.

The capacity and capability of the receiving hospitals needs to be assessed to ensure that they are up to standards and to identify opportunities for improvement. This would be included in the debriefing and after-action reports to enhance responses. All aspects of the health-care response would create an after-action assessment and prepare an after action report (AAR).



Community engagement would focus on the survivors, families, and affected communities. Information is collected based on whether communication was effective also where people kept informed therefore reducing panic. Liaisons are selected by the Incident Management Team (IMT) and NYCEM that communicate on behalf of the entities, assuring unity when it comes to clarity and accuracy of the messages being conveyed. Also, to assess to make sure all communication channels were used proficiently and effectively when it came to disseminating information on the incident. In terms of communities based on the information collected in the coming months, community outreach programs that are educational for the public could be created. For the communities, NYDIS would provide services for all that were impacted but also see how they can improve serving all communities. This would promote resiliency programs in order to cope and create emotional resilience. Law enforcement can play a role in communities when it comes to safety initiatives (e.g., gun violence protection), by establishing this partnership it will foster positive relations to promote safety for all. This can also create a possibility for violence and injury epidemiology to create their own assessment of how mass shootings can impact society. Therefore, creating data on surveillance, identifying risk factors and policy development.

By conducting assessments, all entities can learn from each mass shooting and create a robust model for future incidents. Emergency response and recovery is a continuing learning concept based on challenges that could be presented during incidents. All reports mentioned will take a few months before being presented to create an efficient EOP. That EOP can be shared with all entities, including Macy's leadership, to see what can be improved in terms of surveillance, security and safety measures. The goal of emergency response is to prepare, respond, and recover efficiently and effectively.

## Appendix A: Threat and Hazard Identification and Risk Assessment for Mass Shooting Incident

There is a moderate likelihood of such an incident occurring. Active shooter perpetrators, whether terrorism related or otherwise, may view New York City as a viable target due to its political importance and the possibility of causing a high degree of disruption and injuries/fatalities. Source of this type of incident is based on real world events. Targets such as stores and shopping centers typically have minimal security infrastructure to prevent an individual or individuals armed with a concealed firearm from entering the location.

### Sample Context Scenario:

At approximately 4:30 PM on a Saturday afternoon in December, NYPD is dispatched to Macy's Department store on West 34th Street in Midtown Manhattan for numerous 911 calls reporting shots fired and an active shooter.. There are conflicting reports on the number of shooters and the initial calls indicate that there are victims. Macy's is located in a busy part of Manhattan and comprises 2.5 million square feet of space over 10 floors. There are numerous entrances and exits, including service entrances and exits. Due to the upcoming holiday season, the store is particularly crowded with last minute shoppers and an estimated 1,500 people shopping and 200 employees working in the store. The store is located at the crossroads of a major shopping area and major train stations, including subway, commuter railroads, and regional trains.

NYPD arrives on the scene within 3 minutes and finds shoppers running from the exits, screaming and crying. Additional units are requested to the scene, along with specialty units that carry heavy weapons to neutralize any threat. Ambulances respond to the general location and stage one block north until the scene has been secured by law enforcement.

The nearest hospitals are Bellevue and NYU Langone hospitals, both which have large emergency departments and are within 1 mile of the incident. Bellevue is a designated trauma center.

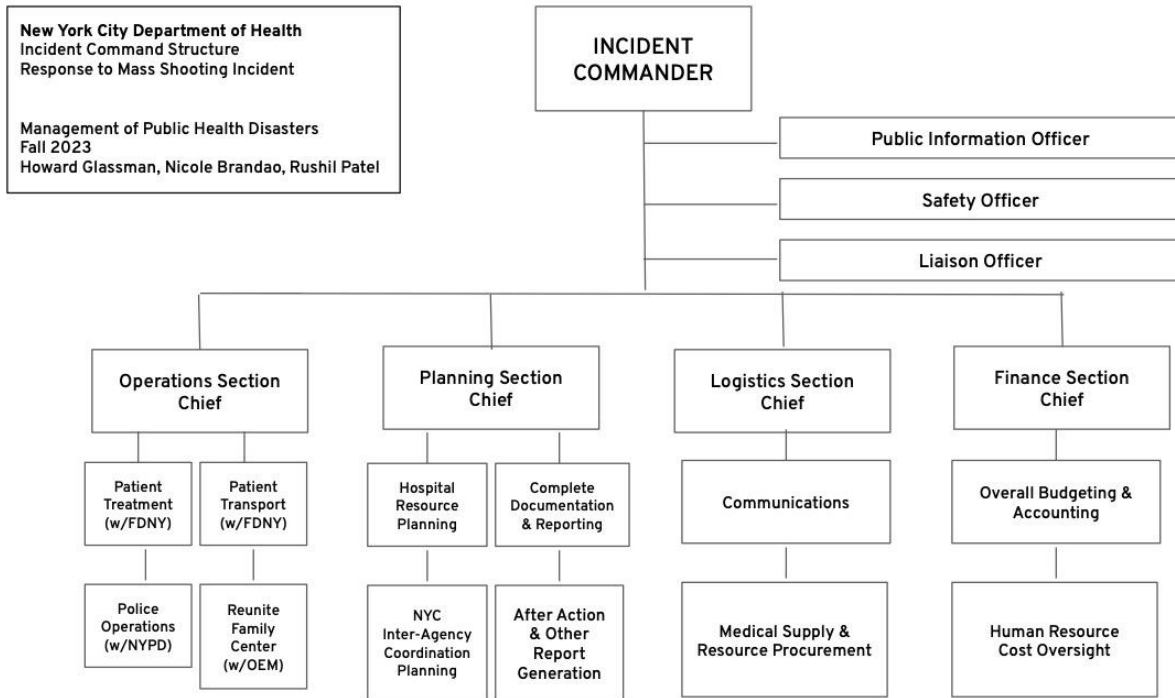
### Impacts (examples):

Specific Impact	Community Specific Number
Number of fatalities from shooting	4
Number of injuries related to shooting	12
Number of injuries due to secondary causes	28
Number of witnesses to violence, but uninjured	235
Number of individuals requiring post-incident mental health assessment	485

**Capability Targets:**

<b>Upon securement of scene by law-enforcement, the following targets are generated:</b>	<b>Primary Agency</b>
Within one hour, a publicly televised news conference is broadcast on media platforms confirming the incident and its current status. Provide ongoing updates to general public as needed. Messaging geared towards reassuring the public that, unless information demonstrates otherwise, that there is no ongoing threat to the public. Provide updates on status of investigation.	Joint / OEM
Within two hours, hospital capabilities are confirmed all injured people are transported to area hospitals or treated and released at the scene	FDNY
Within four hours, all fatalities are removed from the scene and reasonable efforts are underway to notify family members.	OCME
Within 12-24 hours, or as soon as possible,, all law enforcement investigations that occur at the scene of the incident are completed and location can be turned back over to the retailer for appropriate next steps.	NYPD / Federal Agencies
Within 24 hours, outreach and care resources are extended to all individuals who may have experienced trauma or require mental health connection.	NYC DOH
Within 24 hours, NYC leadership provides steps to reassure the public and provides recommendations on how to mitigate future threats. Also establishes a memorial service / event to remember the victims.	Joint
Within 48 hours, store leadership engages with NYC government on plan for reopening the store, implementing enhanced safety procedures, and create an appropriate way to remember the victims of the incident.	NYC Mayor's Office
Within 7 days, store reopens with enhanced security and focus on the resilience of New York City in light of these challenges	NYC Mayor's Office

## Appendix B: Proposed Incident Command System Structure



## Appendix C: Recommend Training Activity for Employees of Potential Targets and General Public

<b>Training Seminar Title: Preparing For The Unthinkable: Surviving A Mass Shooting Event</b>	
<b>Objectives of your Training Seminar (What mitigation strategy are you advocating?)</b>	The objectives of the training seminar are to provide the general public with information as to how to protect yourself during a mass shooter incident and what to do after such an incident has occurred.
<b>Estimate Length of Training</b>	The training session will be 60 minutes in length. 45 minutes of instruction, followed by 15 minutes for questions and answers.
<b>Target Audience and max size of audience.</b>	Target audience would be the general public. Audience size would optimally be 20-30 people per session.

<p><b>Who would be a good candidate (e.g., structural engineer, health dept. official, first responder?) as Facilitator of this session? Why?</b></p>	<p>The best type of facilitator would likely be someone with a law enforcement background, preferably with SWAT or other higher level of training for responding to and managing a mass shooter type of incident.</p>
<p><b>What do you want community members to do as a result of their attending this session?</b></p>	<ul style="list-style-type: none"><li>- Understand the overall landscape around mass shootings and the scope of the problem within the US.</li><li>- Discuss the types of early indicators that such as incident may be about to occur so that early action can be taken (e.g. suspicious activity, etc)</li><li>- Understand that it is important to be prepared for something like this happening, even though it is a rare occurrence.</li><li>- Learn the core tenets of how to respond to a mass shooting (run, hide, fight).</li><li>- Ensure that individuals understand the importance of silencing phones and are aware of the ability to text 911 in the event they cannot speak.</li><li>- Understand how law enforcement will respond to an incident like this so that they have a heightened awareness of how their interactions with law enforcement at such an incident may play out.</li></ul>

**Strategies to increase community uptake of your mitigation** (We have lots of useful links for checklists on the Course Home page under the Important Links page.)

List the ones you think might be useful (in the appropriate language) or provide a title or two of a list or handout that you think would be good to give out to attendees.

- Provide small handouts that can be shared with family and friends. They should have good design that reinforces the core messaging.

- Work with NYPD and other community agencies to identify schools, hospitals, retail stores, and other large employers on scheduling this training. Make the training available online to facilitate greater access.

- Work with CERT (through OEM) to provide this type of training in local communities.

- Provide some incentive for people to attend (e.g. free food, sporting event tickets, etc.) to increase attendance.