184077

Agreement for an
Active Shooter Simulation and Training
Portland Police Bureau

Agreement for an Active Shooter Simulation and Training

Introduction and Assumptions Introduction and Assumptions

The Portland Police Bureau has asked Crisis Simulations International (CSI) to prepare a proposal for the development and implementation of an active shooter simulation and training. The simulation and training would be specifically directed at more thoroughly preparing Portland Police officers and commanding officers for active shooter and similar high-stress, rapid-response events.

- The Portland Police Bureau will be the sponsoring agency.
- The scenario will be active shooter with hostages and will be based on an existing training exercise.
- With support from the Portland Police Bureau, CSI will develop a "community map" of domain interdependencies that will be used in part to populate the simulation. The Portland Police Bureau will support coordination the acquisition of necessary information to complete the community map.
- CSI will use its DXMA™ technology (patent pending, serial number 60/716,504) to develop a crisis simulation that will be approximately 15-20 minutes in duration. The simulation will follow Incident Command System (ICS) and National Incident Management (NIMS) protocols, and will contain domain interdependencies, and the cascading effects of decisions.
    - The simulation will have approximately 25 – 50 major injects and 25 – 35 major decision points that will unfold over a period of 1 – 2 hours of simulation time.
    - The simulation will Involve 3 – 4 actual participants including
        - The responding Officer
        - The Sergeant to whom the responding officer reports
        - The Lieutenant to whom the responding Officer and Sergeant report
        - The Incident Commander

- The simulation will include up to 3 virtual participant
  - The dispatcher
  - media i.e. television and radio
  - Citizens
- There may be other participants who observe or act as support, but these individuals will not have specific decision roles in the training
- Portland Police Bureau will provide CSI with clearly defined training objectives, which will be included as learning points in the simulation.
- If one or more local television station agrees to co-develop simulated newscasts and other video at no cost, it will be included in the simulation. Otherwise, limited video will be included. Other media injects will consist almost entirely of documents, plans diagrams, graphics, radio calls or phone calls.
- Preliminary after-action and evaluation reports

- The training venue will supply suitable computer and display hardware. CSI will provide the necessary technical support to install the training software. All other props or training material will be provided by CSI.
- CSI's education and training system will support the Portland Police Bureau's management team and the management teams of other stakeholders by helping them understand and practice critical decisions in a realistic and safe simulated environment. Participants learn and build new skills including:
  - What are the consequences and cascading effects of decisions, both internally and externally?
  - Do decision-makers follow Portland Police Bureau policies and procedures? Are the policies and procedures strategically sound when pressure tested?
  - Do crisis decision-makers work effectively with their peers, colleagues, and the community?

Simulation Development

CSI will develop an active shooter simulation and training where the fundamental event is a crisis at or near Portland Police Bureau. The simulation will use CSI's proprietary DXMA simulation software to simulate the feel and emotion of a real-world event. The computer-based training simulation will be based upon existing tabletop or other training content to be supplied by the Portland Police Bureau.

The simulation will include complex branched decision choices for the participants and will include a range of choices at each decision point much as a police officer would face in an actual crisis.

Each of the players will work with a laptop computer and will receive messages and other communications that are specific to their roles. The decision options they have will reflect their roles, as will the consequences of their choices. In some cases, those choices will trigger a single result, in others multiple or combined results.

The simulation will focus on creating an environment where participants feel as though they are in the middle of an active shooter situation. CSI will develop the necessary decision code and the media that supports the training. The development process will provide for periodic review of content and provide the Portland Police Bureau with hands-on testing of the training content and scenario realism. CSI will also provide the logistics of implementing the software at the time of the training.

The Portland Police Bureau will have the right to run the completed program within the Portland Police Bureau. The training can be used to train multiple teams.

Schedule and Personnel

CSI understands that Portland Police Bureau would like to complete this project by December 15, 2007. CSI can meet that deadline, assuming that Portland Police Bureau and other stakeholders are available for development and coordination and a decision to start the project is made by April 1, 2007.

The Portland Police Bureau will assign a project coordinator to work with the CSI team. This person should be familiar with existing tabletop exercises and the key issues concerning an active-shooter situation. He or she will identify and coordinate the Portland Police Bureau resources as necessary for the project.

CSI will assign Dennis Damore as the project manager for this project and provide other professionals as needed for specific elements of the training.

Fees

Total fee to develop and implement the active shooter simulation and training described above is $50,000, which breaks down as follows:

- $10,000 on acceptance of a completed simulation design document.
- $15,000 on acceptance of a completed 5-7 minute beta version of the simulation.
- $25,000 on installation and acceptance of the completed simulation

This fee includes an eighteen month unlimited use license for Portland Police Bureau. Portland Police Bureau has advised CSI that it may want to revise the simulation for use after delivery of the completed and accepted simulation. The fee for such services will depend upon the complexity of the changes needed. Simple revisions including only changes to names, places, and media elements will be billed at the rate of $2000 per day per individual copy and content person. More complex changes to simulation code and event content will be billed at the rate of $3500 per day per individual software and training developer.

Accepted this 1st day of April 2007

Portland Police Bureau
Captain Eric A. Hendricks #17431 4/1/08

Accepted this 1st day of April 2007

Crisis Simulations International, LLC
Chris Hatzi – Senior Director

Contact Details

We look forward to working with the Portland Police Bureau on this project. Please contact us with any questions.

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Active Shooter Simulation

Design Document V-4

Portland Police Bureau

Introduction

The Portland Police Bureau has agreed to have Crisis Simulations International (CSI) develop and implement an active shooter simulation and training. The simulation and training would be specifically directed at more thoroughly preparing Portland Police patrol and commanding officers to follow protocol and make better decisions under the high stress of an active shooter and similar high-stress, rapid-response events. This design document will become the guide to all instructional design and project management decisions as well as implementation details for the development of this course. In its current configuration, most of the sections simply describe what will be developed with the understanding that as an element is completed, such as Learning Objectives, that element will either be inserted into this document or captured separately and attached as an addendum. For development purposes, once a requirement, description, or content is agreed upon and included here, that information supersedes and controls any project details previously provided in the proposal or other documents. While the design document will certainly be updated as the project moves forward, the intent is to describe, define, and lock down in a single document a significant majority of project elements such that reworking of completed pieces will be either eliminated or at least severely limited.

1. Simulation Course Title

Active Shooter Incident Response Team Decision-Making

2. Overall Purpose of the Training

An active shooter incident is one of the more stressful and unique circumstances that a police officer will ever have to face. It is unique on one level because it happens so infrequently but also because the shooter is resigned to one purpose, killing other people, and one outcome, his or her own death. It is stressful for both of the foregoing reasons, but more importantly because time is not on the side of the police as it is during a hostage incident. Rather, any delay in decision-making is an opportunity for the shooter to find more victims. In spite of this pressure to make quick decisions, the officers and others who are in charge of the response must recognize that simply rushing to the first opportunity may do more harm than good.

One of the key purposes of this course will be to identify and demonstrate in the simulation these competing constraints in a way that the participants learn how to balance their responses based upon probable outcomes. Another is to allow the participants to actually use their knowledge of police protocols during a seemingly real-life active shooter incident.

Third, since the response to an actual incident will be by a team of officers, this training will emphasize the interdependency of decision-making among team members and will allow the participants to not only experience those interdependencies, but also build trust in the decision capabilities of team members with whom they work daily in the field.
At a more procedural level, this training is intended to integrate into a broad range of other training courses and materials that prepare patrol officers to take the sergeant's exam and sergeants to take the lieutenant's exam.

3. Participants Descriptions

There will be four specific participant roles included in the simulation. They are:

- The responding officer
- The sergeant to whom the responding officer reports
- The lieutenant to whom both the responding officer and the sergeant report
- Fire - Emergency Medical Services coordinated response

For purposes of the simulation, it will be assumed that each of the participants have had training in active shooter protocols, inter-department or agency agreements, and are familiar with the Portland - Portland metro area even though a background packet will include basic maps and other support material for the students to use in preparation for the simulation.

4. Duration and Scope of Training and Simulation

Because of the unique use of a computer-based simulation as part of this active shooter course, there are a number of different time related elements that must be clearly defined. Starting with the simulation itself, the actual *simulation total run-time* simulation (when run speed is set to 1.0) will be approximately 20 minutes with injects, messaging, and decisions occurring approximately every 1 to 1.5 minutes (*inject interval*). Note that before this document is approved for production, CSI will take a representative of Portland Police through an existing simulation demo at varying speeds to finalize the total run-time and the inject interval.

The active shooter *event time* will represent approximately the first hour of the incident beginning when the responding officer arrives on the scene. In other words, each minute of nominal simulation run-time will represent three minutes of event time (when run speed is set to 1.0).

The *training time* is currently envisioned as a four hour session that begins with a running of the simulation. An after action report, a "hot wash", and specific classroom training is then facilitated by Portland Police, after which the simulation is run again and Portland Police facilitate another shorter hot wash that focuses on lessons learned and instructional areas in need of remediation.

While specific decision protocols may overlap with other types of incidents, it is not the goal of this training to act as a survey course for general police procedures.

Rather, the scope of both the training and the simulation will be narrowly focused on critical aspects of what differentiates an active shooter situation from all other hostage type incidents. In this regard, Portland Police and CSI will jointly develop the learning objectives, protocol teaching points, and any performance metrics, which will be approved by Portland Police before production of the simulation begins. CSI will prepare simulation background material for distribution to the participants and an after action report to be used by the facilitators, but any additional training materials that Portland Police intend to use as part of their training (during the time between the running of the simulations) are its sole responsibility.

5. Learning Objectives

This section of the design document will be left open for the moment until PPB and CSI jointly develop them in the first stage of the production. It is important, however, to begin considering that learning objectives are achieved during the course of a simulation by a combination of the injects, messages received, and the decisions and the choices presented to the participants. It is learning through the experience of receiving information, evaluating and cultivating a situational awareness of the entire scenario, recognizing decision opportunities, balancing the choices, making a decision, reviewing the consequences, and beginning the cycle again. Every inject, message, decision and choice will have some impact and connect directly to one or more of the learning objectives. This process of identifying the objectives and relating them to the simulation processes will be a significant milestone in the project timeline.

6. Equipment and other Needs or Constraints

There is a general assumption that this training will be delivered on laptop/notebook computers at either a training facility or a mobile command vehicle. CSI will provide the technical specifications for the computers and network to a representative of HP and will assist in installation of software as well as configuration of the appropriate network. It is not anticipated that this project will be web-enabled nor will it require a digital connection to a training management system.

In other words, it will be delivered in a dedicated training network and will not run over the internet. With the exception of a digital projector and a printer for reports, no other significant computer equipment should be needed to deliver the training.

As far as media or other training constraints are concerned, any high band width media such as video will be limited to use on the server. In the event that the learning objectives necessitate access by the participants to Word, Acrobat, or other content specific documents or files, those particular software licenses will be need to be provided by HP on the training machines. While the simulation training system has flexibility, use of media resources will be limited to what has previously been demonstrated to HP and not include such computer displays as 3d modeling or animations.

7. Content and Simulation Course Development

There are currently two documents that have been provided to CSI as core content for this training. They are:

- Federal Bureau of Investigation – The School Shooter: A Threat Assessment Perspective
- Active Shooter Tactical Doctrine – Portland Police Bureau

Given that CSI is not a content expert in this area of police work, it will be necessary for CSI to have access to any other written material and / or any subject matter expert before the learning objectives are finalized. This would include any departmental or state training requirements including training metrics. It might also include federal rules pertaining to training reimbursements. A broader definition of "content" is better at this stage than a narrow one that somehow overlooks a critical training element.

Once the training objectives are finalized and after simulation development of program elements begins, it will be, at a minimum, time consuming to change or add new material to the content. The goal at each step of the development process is to create, review, revise, and approve at each milestone without going backward. A project management timeline will be developed (and inserted below) after the kick-off meeting with HP that specifies each of these milestones. A key element in achieving speed and efficiency in the review process is to identify important review stakeholders and keep them apprised of development progress and review deadlines well in advance of their review time slot. CSI will monitor that progress, but identifying stakeholders and moving reviews through the system will ultimately reside with HP.

8. Performance Evaluation Report (Metrics)

CSI's simulation training system, while capable of standardized reports, provides its most useful reports to facilitators when they are customized to focus specifically on the learning objectives of the training. In essence, the effectiveness of the training is dictated by a three-legged stool comprised of the learning objectives, the simulation with its injects, messages, and decisions, and the after action reports and metrics. Consequently, as part of the development of the learning objectives, CSI and HP will jointly develop and agree upon specifically will be measured / monitored during the simulation for each participant and the form of report that will be used by the training facilitator for the training lesson and the lessons learned portion of the training. If there are specific training records that must be retained per department, state or federal rules, those must be identified at the learning objectives phase of development so that the appropriate report computer code is included in the simulation development from the beginning.

A caveat about reports is important to mention at this point so as to allow adequate time for discussion during the learning objectives development phase. One of the key differentiators and benefits of simulation based training is that the decisions of each participant have an impact on every other participant.

Consequently, although a particular decision may either follow or not follow protocol, which can be identified and measured, the overall outcome of the simulation is dependent upon all the decisions made by all the participants in the aggregate, which in all likelihood is not measurable except in the aggregate. In other words, a single decision might be the critical one that determined the outcome, but more likely it is the unique combination of all the participants that generated the overall outcome of the simulation. The distinction will determine what performance metrics are viable and which ones are not.

9. Development Schedule

As mentioned above, a detailed project management schedule will be provided after the kick off meeting. The following general schedule is provided to further the schedule discussion.

- Contract finalization and kickoff
- Content review and / or initial subject matter interview - 4 weeks
- Develop and approve learning objectives, report criteria, and performance metrics – 4 weeks
- Develop in outline form and approve overall scenario, key injects, key decisions with choices – 4 weeks
- Develop and approve written program messaging, interdependencies, decisions, consequences – 5 weeks
- Program and test simulation – 8 weeks
- Revise and review simulation including installation – 2 week
- Final approval and delivery target date December 15, 2007

Accepted this 1st day of June 2007

Captain Eric A. Hendricks #17[illegible] 2/4/08

Portland Police Bureau

Accepted this 1st day of June 2007

Crisis Simulations International, LLC
Chris Hatzi – Senior Director

APPROVED AS TO FORM

CITY ATTORNEY