

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25

SANDY HOOK ADVISORY COMMISSION

JANUARY 10, 2014

10:15 a.m.

Legislative Office Building

Hartford, Connecticut

SCOTT JACKSON, Committee Chair

ADRIENNE BENTMAN

RON CHIVINSKI

ROBERT DUCIBELLA

KATHLEEN FLAHERTY

ALICE FORRESTER

EZRA GRIFFITH

PATRICIA KEAVNEY-MARUCA

DENIS McCARTHY

HAROLD SCHWARTZ

CONNECTICUT COURT REPORTERS ASSOCIATION

P.O. Box 914

Canton, Connecticut 06019

CONTENTS

Sandy Hook Elementary School and Safe School Design Working
Group Analysis

Robert Ducibella, Commission member

All-Hazards School Security and Safety Plan Presentation
Department of Emergency Services and Public
Protection, Division of Emergency Management and
Homeland Security

Deputy Commissioner William Shea

Brenda Bergeron, Esq.

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25

1 (The meeting commenced at 10:19 a.m.)

2 CHAIRMAN JACKSON: Welcome, everyone. We do have
3 a quorum of our body here today so we why don't we begin
4 this meeting of the Sandy Hook Advisory Commission for
5 January 10, 2014. Why don't we go around the table,
6 introduce ourselves. We'll start on my right. Chief.

7 CHIEF McCARTHY: Denis McCarthy, fire chief and
8 emergency management director for the city of Norwalk.

9 DR. SCHWARTZ: Dr. Hank Schwartz, psychiatrist
10 and chief and vice president of behavioral health at the
11 Institute of Living and Hartford Hospital.

12 DR. GRIFFITH: Ezra Griffith from the department
13 of psychiatry, Yale School of Medicine.

14 DR. BENTMAN: Adrienne Bentman, psychiatrist.
15 I'm director of psychiatry residency training at the
16 Institute of Living, Hartford Hospital.

17 CHAIRMAN JACKSON: Scott Jackson, mayor, town of
18 Hamden.

19 MR. CHIVINSKI: Ron Chivinski, teacher, Newtown.

20 MR. DUCIBELLA: Bob Ducibella, security
21 consulting engineer. I'm a senior and founding principal
22 of Ducibella, Venter & Santore, security consulting
23 engineers.

24 MS. KEAVNEY-MARUCA: Patricia Keavney-Maruca,
25 retired teacher and member of the Connecticut State Board

1 of Education.

2 MS. FLAHERTY: Kathy Flaherty, staff attorney
3 Statewide Legal Services of Connecticut and mental health
4 advocate.

5 MS. FORRESTER: Alice Forrester, executive
6 director, Clifford Beers Clinic in New Haven.

7 CHAIRMAN JACKSON: Thank you. We have two
8 discussion items on our agenda today followed by an open
9 commission discussion. The first is Sandy Hook Elementary
10 School and Safe School Design Working Group Analysis. I'm
11 going to ask Mr. Ducibella to lead us through that
12 discussion. At our last meeting we proposed some draft
13 working groups, informal in structure but organized by
14 thematic category. On that working group I proposed
15 Mr. Chivinski, Mr. Ducibella, and Ms. Keavney-Maruca. I've
16 also had interest from Dr. Schonfeld and Ms. Flaherty to
17 also actively participate in that group.

18 Mr. Ducibella, the floor is yours, sir.

19 MR. DUCIBELLA: Thank you. Each one of you
20 commission members and selected others have some
21 information that I passed out this morning. The
22 information was obtained from the state's attorney's report
23 and also from the state police report.

24 The documents that you have in front of you are,
25 first, a floor plan that was the Sandy Hook School as it

1 existed at the time of the event, and the second document
2 is -- excuse me for a second. The second document is the
3 investigative report, DPS-302-E, revised 2/3/06, State of
4 Connecticut, Department of Public Safety. It's a map which
5 identifies the school and indicates the number of firearm
6 rounds, both live and casings that were discharged at the
7 Sandy Hook School.

8 I spent a great deal of time going through both
9 the state's attorney's report, the report of the Newtown
10 police -- excuse me -- the chief of police report that was
11 written in response to identifying the events that took
12 place with respect to response to the Newtown event from
13 the first call-in to the arrival of law enforcement to the
14 termination of the aggressor, and I then took a look at the
15 documents which I've just referenced with the intent on
16 identifying how the design of the school that day
17 influenced the outcomes that occurred. And I think our
18 charge as a commission is very clear, which is to learn
19 from the past and make recommendations for the future.

20 So if I could ask the commission members to take
21 a look, first, at the large floor plan and then, secondly,
22 open up the state police evidentiary report to their floor
23 plan. And I'll orient you.

24 The individual arrived in the parking lot and
25 parked his vehicle in a location that was conspicuous and

1 proceeded to the lobby of the school. And if you take a
2 look at the police report, you will see two black dots, and
3 you'll see a small box that's rectangular where eight shell
4 casings were found outside. If you read the police reports
5 and the state's attorney general's report, you'll find that
6 the individual found locked doors at the school and
7 subsequently used a Bushmaster automatic rifle to attempt
8 to gain entry by firing multiple rounds through the glazing
9 adjacent to the door in order to allow access into the
10 lobby of the school.

11 Once inside the lobby, he forced entry again into
12 the building, again allowing access into the lobby of the
13 building. And if you study the large floor plan -- excuse
14 me -- the sheet which has a larger floor plan of the
15 school, you will notice that there do not appear to be
16 doors between the lobby and the corridors leading out of
17 the lobby into the school.

18 If you go back to the evidentiary report from the
19 police department, you will see then that the aggressor
20 moved into Classrooms No. 10 and No. 8, and in each one of
21 those classrooms you will see that there were a large
22 number of rounds discharged from his automatic weapon.
23 There were some 49 casings discharged in Room 10 and
24 some 80 casings discharged in Room 8.

25 I won't attempt to recreate the event that day

1 from any other perspective than to say the aggressor gained
2 access to the school by using his gun to fail glazing, to
3 access hardware, to get into the front doors. He then
4 entered into the lobby where he was unobstructed
5 physically. He then moved immediately to two immediately
6 available classrooms where he was able to very easily gain
7 entry and use his automatic rifle to create an unfortunate
8 day for a lot of folks.

9 So we have also, which I did not pass out because
10 all of you had benefit from it previously, the Newton
11 police response to the Sandy Hook Elementary School
12 shooting. This was obviously created by five independent
13 police officers. What's most important is the Sandy Hook
14 School shooting time line which is on the back of that
15 document. It's a swim lane, which all of you have already.
16 I won't go through the specifics of it. We had quite
17 explicit testimony on that in our last session.

18 However, if you look at that, what you will find
19 is the police response came to the building in a very, very
20 short amount of time. What you'll also find is that upon
21 arrival of law enforcement the aggressor terminated his own
22 life. All of this happened within eight to nine minutes.
23 So we ask ourselves, in having looked at the original
24 design of the school and how it contributed to the events
25 of the day -- people locked the building down. They did

1 their job. They had a certain physical opportunity to
2 delay entry only to the extent that the building materials
3 were used. The locking mechanisms that were provided gave
4 them an opportunity to shelter in place. Unfortunately,
5 that particular antiquated 1954 school infrastructure did
6 not provide suitable time for law enforcement to arrive and
7 interdict the aggressor prior to him discharging his first
8 rounds at individuals in the lobby of the building.

9 You will excuse me, but this is a difficult event
10 to recreate without some emotion. I maintain my clinicism
11 as best I can.

12 Looking at that situation and circumstance, we
13 learn a couple of things. Obviously -- and you've heard
14 great deals of testimony on this before -- every second
15 counts in delaying the opportunity for an aggressor to meet
16 and greet their target, and every second counts to get law
17 enforcement and emergency responders to the scene. In
18 fact, in all of the reports that we've written, essentially
19 the amount of time between aggressor arrival, fatality or
20 injury caused by the aggressor, and termination of event is
21 commensurate with law enforcement's arrival on scene and an
22 indication by the aggressor that they know they will be
23 interdicted and/or terminated.

24 How do we then translate this unfortunate past
25 into something that we can create as an opportunity for

1 mitigation in the future? I'll throw some very simple
2 examples out, and then I'm done. This is not rocket
3 science.

4 As an example, if the lobby doors on the front of
5 the building or if the other main entry-point doors on the
6 front of the building had been constructed not necessarily
7 with ballistic-resistant glazing, which is, quite honestly,
8 very heavy, expensive, difficult to detail, but a laminated
9 glass assembly -- and I won't get into the details in front
10 of the commission of what that is, but there are very,
11 very, very conventional products that are available -- and
12 then if we think about using them in the future at the
13 logical points of entry into a building, you can discharge
14 your handgun or long gun, small rounds or large rounds,
15 multiple times, and you will likely not fail laminated
16 glazing adequate to gain immediate access into the
17 building. It's likely that had an appropriate or in the
18 future if we design an appropriate type of glazed entry
19 point, whether it's at an emergency exit door or at
20 supplementary school entry points, an individual will need
21 to show up with a number of attack tools in order to force
22 entry quickly.

23 If we look at the lobby and if it was a vestibule
24 and there were a second pair of doors and they had also
25 been -- and side lights, which is typical in school

1 design -- that's the glass adjacent to the door on either
2 side -- had they been laminated glass, it's very, very
3 likely that should someone show up with a handgun or a long
4 gun and they attempt to use that weapon to gain entry
5 quickly through two layers of ballistic-resistant or, more
6 preferably, I believe, laminated glass, it's likely that we
7 could gain at least two to four minutes on delayed entry.

8 Not everyone has a lobby. Not all doors into
9 schools are vestibules. But imagine an individual gaining
10 entry into a lobby and then, before they gain access down a
11 corridor, there is another set of doors. Schools are
12 characterized by a great number of doors, and adding a few
13 doors is virtually inconsequential in terms of the school
14 budget. And then imagine if they then had to get to a
15 classroom where, again, not a ballistic-resistant door --
16 this isn't a cash-counting facility or a bank -- but they
17 again found a door that was a solid-core wood door or a
18 steel-reinforced door with laminated glass that could be
19 locked from the inside.

20 It's very, very difficult to give you the exact
21 quantitative numbers. I've done this for 43 years on over
22 a thousand projects. It's very, very reasonable to expect
23 several minutes of forced-entry delay at each door, and if
24 one has to pass through two or three, we're buying four to
25 five minutes.

1 Now, in Connecticut we have a lot of schools. I
2 think there are 165 districts. You've all heard me testify
3 that I live in a town that has state police response.
4 They're a great group of people. But if they're on a
5 freeway and they're responding to a call from a school,
6 they may or may not be there in five minutes. But the
7 generally anticipated and desired law enforcement response
8 time, as we've heard our state police and we've heard our
9 chiefs of police respond to you, is somewhere between three
10 and eight minutes.

11 In conclusion, if we look at the Sandy Hook
12 School design, if we look at the active shooter's aggressor
13 modality, what did he use for a weapon, how did he gain
14 entry; if we look at, once they gained entry, where they
15 went and then, when they got to where they were going, how
16 they were able to create the event that they felt was
17 appropriate, we see three things: one, the value of
18 situational awareness and being of aware of a situation as
19 soon as it happened. Here, in reading the reports, what we
20 found was the active gunfire was primarily responsible for
21 the summoning of 911 response. Two, an individual used an
22 automatic weapon to easily fail glass that was not designed
23 to preclude forced entry. And, three, they were able to
24 get to a location where their targets were with relative
25 ease.

1 I think from my perspective -- and I'm hoping
2 from the perspective of the commission -- what we can do is
3 learn from this, inform the Safe School Infrastructure
4 Committee who is writing a document in a draft form, and
5 forward recommendations that provide with conventional
6 building materials, that maintain a sense of open space and
7 quality environment that we want for our schools, that
8 properly specifying materials of construction, whether they
9 are doors, frames, hardware, and locks or glass and
10 glazing, that whether an aggressor intends to use an
11 explosive device; a chemical, biological, or radiological
12 device; or an active shooter -- and we've been tasked with
13 an all-hazards risk assessment -- quite honestly, keeping
14 teachers, staff, and students at a distance from the
15 aggressor, which is conventionally available, I think
16 that's a lesson that we learned from this event, and we
17 have an awful lot of opportunity to manage our future by
18 creating documentation that could go very, very far toward
19 precluding the activities that occurred that day.

20 That concludes my review of the state police
21 report, the attorney general's report, and an analysis of
22 how I felt the existing school design could inform us in
23 the future. Thank you.

24 CHAIRMAN JACKSON: Thank you, Mr. Ducibella. I
25 know the working group has also had some time to meet this

1 morning to consider ways in which you may want to present
2 these recommendations in writing, and so I'd like to give
3 the other members who discussed it this morning an
4 opportunity to offer any thoughts as to the mechanism by
5 which we can present this information, not only to schools
6 but also to other areas of congregation, movie theaters,
7 malls, other locations, to try to prevent future activity.

8 I did also have an opportunity to speak to
9 another security consultant. Mr. Vincent Riccio spent a
10 lot of time with me this week, and he had one word of
11 caution, which was beware the evolution of the people
12 prepared to engage in bad act. So we can't simply look
13 backward at this event. It's critical that we look forward
14 as well.

15 So to the other members of the work group or to
16 the panel, if there are questions, I open the floor.
17 Dr. Griffith.

18 DR. GRIFFITH: That was very interesting, what
19 you said, and I just want to go back to some of the basics
20 for people who are not -- like myself, who don't do this
21 every day, because looking at the diagram, I didn't quite
22 follow since between the lobby and the patio, for example,
23 there is a solid line. And then at the back of this, that
24 first-floor diagram, there is no line. There is no solid
25 line going down toward where -- if you go down and turn

1 right, there is no solid line there. So I'm trying to just
2 follow and make sure that I understand the simplicity of
3 it. Can you just walk me through that again? The line on
4 the patio to the right, if I'm looking at the schema.

5 MR. DUCIBELLA: Okay. Are you looking at this
6 document?

7 DR. GRIFFITH: No. I'm looking at this one. I
8 was trying to follow it because I want to understand the
9 issue of the ingress and the placement of the doors. So
10 the patio there, that should be a solid line? That
11 shouldn't be a solid line, should it?

12 MR. DUCIBELLA: I did not create these documents.
13 I think what I would --

14 DR. GRIFFITH: I'm just trying to understand.
15 I'm not complaining.

16 MR. DUCIBELLA: No, no, no. I understand. In
17 having read the police reports -- and, of course, the
18 building is torn down -- and the opportunity to recreate
19 this exactly, the individual approached the building. And
20 you see on the smaller police report, Ezra, the space with
21 the two black dots in it?

22 DR. GRIFFITH: Yes.

23 MR. DUCIBELLA: Okay. My understanding is that
24 the --

25 DR. GRIFFITH: The problem with this is I'm

1 trying to match it, and that's oriented differently.

2 MR. DUCIBELLA: Yes.

3 DR. GRIFFITH: That's oriented differently,
4 right?

5 MR. DUCIBELLA: Well, correct. You need to turn
6 the state police report on its end so that on the right the
7 parking lot in that diagram is toward your belt. And then
8 you take the state police report, and the bottom of that
9 diagram is now oriented like this.

10 DR. GRIFFITH: Okay. The other way? All right.
11 All right. Okay.

12 MR. DUCIBELLA: And I realize that one is
13 generated left to right and the other one is generated
14 right to left.

15 DR. GRIFFITH: Okay.

16 MR. DUCIBELLA: Okay?

17 DR. GRIFFITH: But I just wanted to be sure
18 that -- you walk into the lobby, then, through the patio?

19 MR. DUCIBELLA: Yes.

20 DR. GRIFFITH: So that's what I was asking. That
21 shouldn't be a solid line, then, obviously?

22 MR. DUCIBELLA: I would expect that it shouldn't
23 be. What happened was that the individual ran into glass
24 doors that had glass side lights. He found them locked
25 because the school staff had done their job.

1 DR. GRIFFITH: I'm sorry. The glass doors are
2 between the patio, then, and the outside?

3 MR. DUCIBELLA: I can't tell you from this
4 diagram whether they were from the patio to the outside or
5 from the patio to the lobby. I'm going to assume they were
6 from the patio into the lobby. We don't have accurate
7 architectural drawings as part of the testimony materials
8 that we've gotten.

9 DR. GRIFFITH: All right.

10 MR. DUCIBELLA: And, quite honestly, whether
11 there were one pair of doors or two, the basic lesson to be
12 learned from this is that the failing of tempered plate or
13 float glass, all of which fails catastrophically, i.e., it
14 basically granulates and shatters into banana-like shards
15 or popcorn-like pieces, laminated glass does not perform
16 that way. A weapon shoots a round through it. You can put
17 many rounds in a circle you still won't be able to get your
18 hand in. You'd then need a bludgeoning tool to fail the
19 glazing to be able to get in and unlock the door.

20 DR. GRIFFITH: Yes. But you see the problem with
21 this, which I'm absolutely not grasping and following
22 easily, is that we had lots of testimony about the problem
23 of constructing stuff that's secure while at the same time
24 still having a school that's fairly welcoming. So you
25 remember that testimony? So that the issue was how would a

1 parent wanting to visit the school, how would you get in
2 between -- from the street or the parking lot into the
3 patio, you press a bell. And then is somebody going to
4 talk to you?

5 MR. DUCIBELLA: I think there's a lot of options.
6 There are the opportunities to put in intercoms with video.
7 There are options to have cameras. There are options to
8 allow people into a vestibule where you can then come greet
9 them, where you walk up and there is something between you
10 and them to validate that they are not an individual with a
11 propane canister, a handgun, an automatic weapon, a long
12 gun. It's not a perfect situation. But during the day,
13 during school, if people arrive after school is in session,
14 having a lobby that is glazed, that is inviting, that
15 allows transparency, that allows situational awareness and
16 visual and audible communication with a parent who is
17 coming to the school for a legitimate reason, there are a
18 lot of ways to accomplish that so that both the parent can
19 get in but individuals who are not suitable to get in are
20 detained.

21 DR. GRIFFITH: Right. So you're going to put a
22 principal door, then, between the patio and the lobby?
23 That's where one door you're proposing?

24 MR. DUCIBELLA: I think what we're -- and this
25 gets to the germane point, and I do want to let Ron and

1 Patricia comment on this. I think one of the things this
2 commission needs to deal with is how prescriptive we get in
3 the design of a school specifically or whether we make more
4 general recommendations such as a means to design the lobby
5 and other points of entry to a school shall be crafted in a
6 way where identity authentication and entry authorization
7 are performed in a manner that least allows an aggressor or
8 an unsuitable individual to gain access to the school.

9 I think there is a principle that we want to
10 propose but not a prescriptive design solution that we want
11 to put out there. Every school is different. Every budget
12 for every school is different. And there are a great
13 number of design professionals out there who can understand
14 that requirement. Right now, until the institution of the
15 Safe School Infrastructure Committee, there was no one
16 legislative requirement to do it, and you were entirely
17 dependent upon the school board, the architectural
18 designer, or the school construction committee to, in fact,
19 enforce such a requirement.

20 So your questions are excellent. I think this
21 committee is going to discuss with you how prescriptive we
22 want to be. Do we prescribe protective design principles
23 without being so prescriptive that we design each school in
24 a manual? And how granular are our recommendations?

25 We've just received the Safe School

1 Infrastructure Committee report. I think that's the report
2 that in large part has its genesis out of recommendations
3 that came out of this group. They've published a great
4 deal of information, much of which is very informative
5 about what building committees, architects, engineers, and
6 school boards should address in designing a school. I
7 think part of our job is to look back, look at the school,
8 see what happened, and say, "Do we have general
9 recommendations that we can make that can then be adopted
10 for every school that allow the school to function as an
11 educational institution, which is its first mission, but to
12 do so by being at least risk?" And I can't answer your
13 question more specifically than by saying we have a charge
14 to determine how granular we get in making those
15 recommendations: one door, two doors, a lobby, everywhere.
16 I don't have the answer for that alone.

17 DR. GRIFFITH: Forgive me. I really am just
18 trying to understand it because my ignorance is profound in
19 this arena. So I'm just trying to understand it. And I
20 just wanted to have a general notion without being
21 prescriptive or anything else, just looking at this
22 diagram, trying to understand what you all are talking
23 about. And if I try not to condense the abstraction into
24 concreteness, I guess I'm trying to ask you, if I'm
25 understanding it right, that you would try and interdict

1 someone by building some -- building whatever you're
2 recommending technically between the patio and the lobby
3 and then between -- and then slowing the ingress of the
4 individual into the broader community of this school by
5 something to the -- either a line coming across there or
6 you can't turn left or you can't go straight down that
7 other corridor easily. Is that the point?

8 MR. DUCIBELLA: I've commandeered -- someone has
9 given me their phone, which has some additional -- how do I
10 wipe the screen on this?

11 MR. CHIVINSKI: Just tap on it.

12 MR. DUCIBELLA: I think that's a little more
13 informative about the existing condition. That's helpful
14 from the outside. Let me get back to my desk.

15 DR. GRIFFITH: All right.

16 MR. DUCIBELLA: I'll address it, hopefully, more
17 clearly, Ezra. One, it would be very, very helpful to buy
18 additional time to keep individuals out of the building,
19 and to do so, the use of a vestibule with an outer set of
20 doors and then an inner set of doors and have those doors
21 be forced-entry resistant, A; and then when you enter a
22 lobby, before, in this particular design, you move down the
23 corridor, either one of the two corridors, either left on
24 the state police report or straight ahead. Those three
25 doors, if they were forced-entry-rated doors, could buy you

1 between four and six minutes of delay time. That's the
2 point. And I'm sorry I wasn't clear about that. You're
3 welcome.

4 CHIEF McCARTHY: Mr. Ducibella, thank you very
5 much, and to the committee for what I think summarizes what
6 we have been discussing for quite some time and providing
7 some practical tools that can be implemented. I would just
8 caution, having served as the fire marshal and supervising
9 fire marshals, that we spend a lot of time, especially in
10 schools that have teenagers, high school environments with
11 high traffic, any internal circulation doors are subject to
12 some physical abuse. And we have over the past couple of
13 decades installed magnetic hold-open devices on those
14 because they don't withstand the daily traffic in and out.

15 So I would suggest that when you're looking to
16 make recommendations that you look at that outer vestibule
17 mantrap kind of environment and not impede internal
18 circulation, especially where there is heavy, high-volume
19 internal circulation, typical circulation, because
20 typically it is overcome with door chocks or more
21 sophisticated magnetic hold-open devices. Thank you.

22 MS. KEAVNEY-MARUCA: I think Chief McCarthy's
23 point is well taken, and that's one of the reasons why our
24 committee discussed the fact that the infrastructure -- the
25 Safe School Infrastructure Council is a living body that

1 will be ongoing so the recommendations we make can go to
2 them. It will provide constant oversight. There will be
3 constant review, because it's got to be a living document.
4 Things like this are going to happen constantly. You
5 fortify something and then realize, as you said, the
6 evolution of a perpetrator. And so it needs to be tweaked.
7 Our commission will end, whereas the recommendations we
8 make can become part of a body that constantly reviews
9 those, and I think that's what has to happen.

10 MS. FORRESTER: I have a question around the
11 locks inside the classroom, because I know that's something
12 we spent a lot of time talking about early on. Is there a
13 historical reason why there are no locks in the classroom
14 now? Or is it just a manufacture of the doors are placed
15 and that wasn't? I know there was a lot of conversation
16 around keys and how temporary staff may or may not have
17 keys. So I don't know if you've explored that or if you
18 have any other thoughts on that particular issue.

19 MR. CHIVINSKI: Over the summer I was called on
20 to testify to the School Safety Infrastructure Council. I
21 believe the historical record -- and I've stated it
22 before -- was for free egress out of the classroom based on
23 fears of fire many, many years ago. But I think we're at a
24 point where, you know, as I was commenting to some of the
25 fellow commissioners this morning, you know, when I went to

1 lock my door last night at home, I didn't step outside, and
2 I don't think anybody in this room when they went to lock
3 their door in their home last night stepped outside.

4 When I look at this -- and you're right. We need
5 to look forward, not backward. But I still have questions
6 when I see these gigs of data that have been deposited at
7 our doorstep. I mean, I look at these schematics. I can't
8 tell you if the shooter went into Room 10 first or Room 8
9 first. And I really don't know why some rooms were
10 penetrated so quickly. And that's a cause of concern. And
11 I don't know if we're ever going to have those answers.

12 All I can say, though, is that I believe, moving
13 forward, that any person in charge of a classroom should be
14 given a key. And I believe at some point in time -- maybe
15 it's not going to be in my lifetime -- that, just like my
16 home, you should be able to lock a door from the inside.
17 It just makes common sense.

18 We've talked a lot about an all-hazards approach,
19 and I don't disagree with that whatsoever. But we've also
20 spent large amounts of time not meeting. And in those gaps
21 there has been plenty of events that have been of one
22 particular flavor, and that is a first-person shooter, and
23 that's where my mind goes to over and over again. So I
24 think when it comes down to it as a commission we are going
25 to have to take a stand in our final report on that last

1 line of defense, which is the classroom, because that is --
2 that's what got penetrated here.

3 MR. DUCIBELLA: I'll add just a little bit of
4 clarity. It's unfortunate, but, you know, as an architect
5 one of the things you ask yourself is what does a lock do.
6 Does it keep someone out or does it keep someone in?
7 Obviously in a correctional institution you're keeping
8 someone there, and in another circumstance you're trying to
9 keep someone away.

10 In the school there was a history or thought or
11 philosophical history that you didn't want to have a
12 classroom lock from the inside because if the teacher
13 stepped out in the corridor with an individual that the
14 student would lock the door behind them and now the teacher
15 couldn't get in. So we are living with an old legacy where
16 we had an environment where school violence in this country
17 was considerably less, and so things have changed.

18 There are two issues, and I really expected the
19 chief to bring this up, which is keeping people out of a
20 building who don't belong. We can do it with doors and
21 hardware, both on the vestibules, as I discussed with Ezra,
22 and on the classroom doors, but when you need emergency
23 responders, firemen to get into a building, chopping their
24 way through laminated glass or ballistic-resistant glass is
25 not something that's in our best interest. They need

1 access very, very quickly to interdict an event.

2 So one of the things we have to balance as a
3 group is how do we keep people out of spaces -- lobbies,
4 corridors, and classrooms, really in that order, because
5 it's a defense-in-depth strategy. We want to buy a couple
6 of minutes at each stage of the way. But how do we do that
7 working with law enforcement and EMS so that when they need
8 to gain access they have rapid access to whatever the
9 situation is? So there is a balance there. I know the
10 chief knows that. We didn't bring it up. I think this
11 business of door hardware is important.

12 But as Pat said, this commission, Chair Jackson,
13 is going to create a document, and I think the document has
14 a benefit in creating both local awareness here in the
15 state of Connecticut and I think it will be a nationally
16 recognized document. But unless this commission meets
17 every year, we contemporaneously adjust our recommendations
18 for every event that happens in the country or every new
19 technology that's evolved, we will be creating a document
20 that is less fluid.

21 The State of Connecticut -- every state in the
22 union has a building code. They have a fire code. They
23 are routinely reviewed by professionals. They are
24 constantly revised, and they are constantly updated. There
25 are a legacy of people and a legacy of documents that

1 legislate and/or inform how banks, commercial office
2 buildings, police stations, and houses are constructed.

3 What we dialogued amongst ourselves briefly
4 before the commission met was attempting to create through
5 the commission's report very salient recommendations but
6 more on a philosophical level for the purpose of informing
7 something like the Safe School Infrastructure Committee
8 report. That report can become something like a building
9 code. It can be constantly updated and reviewed by
10 professionals every year from various venues. It can be
11 revised. It can be republished. And therefore we have a
12 living document that contemporaneously over time addresses
13 some of the issues that Mr. Riccio and the rest of the law
14 enforcement and protective services community recognize,
15 which is this: Every aggressor will adapt his tactics to
16 overcome the preventative measures that are put in place
17 once an event has occurred.

18 So as commission members I think we are thinking
19 about for discussion with the balance of the commission
20 making a series of salient recommendations but making them
21 at a less prescriptive level and referring those
22 recommendations regarding safe school design and operation
23 on to a body such as the Safe School Infrastructure
24 Committee that creates a living document which is by
25 legislature empowered through the appropriate application

1 of subject-matter experts, routinely evaluated, updated,
2 just like all of the other building codes in the state of
3 Connecticut legislate, what you can and can't do with an
4 elevator, what you can or should or should not do in the
5 design of a fire alarm system or a sprinkler system or an
6 insulation or a heating and cooling system to meet needs
7 requirements. That was an initial conversation that we
8 had. That is a direction that we will consider and put
9 forth in front of the commission for review.

10 DR. SCHWARTZ: Just two questions. One, with
11 regard to the traffic flow issue that Denis brought up and
12 the degree to which the inner corridor doors ultimately
13 wind up being left open, looking at the diagrams, I think
14 that the principle, Bob, that your subcommittee was
15 advancing was that of having double sets of doors, but
16 where they are specifically is not so much the issue. And
17 looking at these diagrams, I'm just wondering, again not
18 looking backwards but looking forward, whether a school
19 with this design could have two sets of doors that are in
20 the lobby itself, not intruding actually on the flow of
21 traffic around the corridor. That's one question.

22 And my other is has the school safety
23 subcommittee looked into the issue of secondary access to
24 classrooms? So again looking at this particular design,
25 not looking back to Sandy Hook but looking at the fact that

1 many schools have central courtyards and classrooms that
2 are situated on outer rings so that the back of the
3 classroom faces the outdoors, will we be making a
4 recommendation about a secondary door so that access to the
5 courtyard for classrooms on the inner ring and access to
6 the outside of the school for classrooms on an outer ring
7 would be present?

8 MR. DUCIBELLA: Those are some excellent points.
9 We had several presentations from different architectural
10 firms from the AIA. And while I will never remember all of
11 the material that you're going to review so I don't expect
12 you to remember every single PowerPoint slide from them,
13 several of their PowerPoint slides showed classroom-to-
14 classroom door opportunity so that a risk in one classroom
15 identified by virtue of an attacker at a door, whether it's
16 with a gun or an explosive or a chemical agent, this
17 all-hazard risk approach, they could move those students
18 from one classroom to another or move those students out of
19 the classroom into the courtyard.

20 So your perceptual knowledge of moving the threat
21 away from the aggressor is absolutely valid. We had
22 presentations from architects that suggested that was a
23 very achievable process and in fact it could lead to
24 cross-pollination of ideas between one classroom and
25 another. And, again, we always have to remember that,

1 while security is important, this is an educational
2 institution. We really want to come up with a design that
3 fosters great education.

4 Those concepts need to be looked at. We think
5 and the architectural community thinks that they are a
6 great idea. I don't know that they're given the extent of
7 focus, validity, and importance in the Safe School
8 Infrastructure Committee report yet, and I think that's one
9 of the things we'll look at.

10 CHIEF McCARTHY: I'd just like to make one other
11 comment. At the local level we've struggled with many of
12 these issues, with the local school safety planning team,
13 and our focus has been throughout the past year making
14 changes that make schools safer every day. And there are a
15 lot of threats that occur that are unrelated to the
16 environment outside the school community, down to the level
17 of discussion about whether bathrooms should have doors on
18 them and designs of bathrooms that are open that don't
19 allow or don't foster bad behavior in bathrooms and
20 balancing the need to have an area of refuge if you get
21 caught in a hallway, being able to duck into a bathroom and
22 lock the door behind you if there is a threat in the
23 hallway, to the everyday threat of bullying that occurs in
24 schools. So I would just ask you to consider the school
25 safety environment from everyday challenges that educators

1 have in the schools and balance that with the school
2 security focus that we bring as a result of the Sandy Hook
3 experience. Thank you.

4 MR. DUCIBELLA: Simple, salient, and absolutely
5 appropriate. Thank you.

6 CHAIRMAN JACKSON: Thank you. We've heard time
7 and again that the vast majority of events like this end
8 when law enforcement arrives. The law enforcement standard
9 is three to eight minutes, depending on where you are at
10 any given time. Buying eight minutes at any point in a
11 school is, I think, what we're trying to do here.

12 MR. DUCIBELLA: Chair, that's correct. And I
13 think, as others at this table have said and as our
14 architectural community members have said and as our
15 educators have said, the challenge of building any code,
16 whether it's a new security building code identified as the
17 Safe School Infrastructure Committee recommendation,
18 however that's been legislated into a document, we need to
19 go about doing this as a commission in such a way that we
20 do not jeopardize the ecosystem that is the educational
21 ecosystem that occurs in a school.

22 People spend time from grade 5 to grade 12 in a
23 school. School environments, physical spaces, affect the
24 way we feel about each other, the way we interact with each
25 other, and the way in which we learn. You put someone in

1 a 6-by-6-by-6 box for an hour, they're a very unhappy
2 camper. You put someone in a 50-by-50-by-50 room with a
3 number of windows and doors and good lighting and great
4 colors, that's an entirely different psychological
5 experience. And I realize that's a dramatic explanation,
6 but your environment affects how you think about yourself
7 and how you interact with others and how you learn. And
8 since schools are where children spend a great deal of
9 their formative, educational, and environmental years, we
10 have to craft this document in a way that never forgets
11 that we can have a negative influence on a learning
12 experience. So we have to create this in a way that allows
13 great education to occur but in an environment where that
14 education will go uninterrupted.

15 And that's really the philosophical challenge.
16 Creating the five, eight minutes' worth of delay, I think
17 everyone recognizes on the law enforcement side that that's
18 essential. We have to acknowledge the emergency
19 responders' community to get in quickly and get to an event
20 without that delay causing a problem, but we have to
21 achieve those delays for whatever the all-hazard risk is in
22 a way that maintains a great educational opportunity. And
23 I think that's one of the reasons we as a subcommittee and
24 we as a committee need to be careful about how we word our
25 recommendation so that the eventual fortress that

1 conceptually one believes is the outcome of these
2 recommendations doesn't occur but the opportunity to create
3 great education without interruption is the end result, and
4 that's a challenge.

5 MR. CHIVINSKI: As I alluded to earlier, we've
6 been meeting for quite some time. You know, I think we're
7 in year two now. And last April, based on our interim
8 report, we put into effect some -- a lot of recommendations
9 that eventually became codified in law here in Connecticut.
10 By the time we get around to writing our final report, I
11 think it would be wise to look back and see if there is any
12 feedback yet on some of those new laws. You know, have
13 they been embraced at the school level.

14 CHAIRMAN JACKSON: Thank you. And we did receive
15 from our legal partners a compendium of the statutes
16 related to Sandy Hook. So it provides a nice road map to
17 begin that review and analysis. Thank you.

18 Are there any other questions for the working
19 group? Certainly, Mr. Ducibella.

20 MR. DUCIBELLA: Very simply, the Safe School
21 Infrastructure Committee -- and I don't mean for us to take
22 an overly abundant credit for its existence. That's not my
23 point. But I believe in part it had its genesis here with
24 a recommendation. We have all looked at the
25 recommendations in there. There are many that are

1 extraordinarily competent. I won't suggest that there are
2 many that aren't, but there are always differences of
3 opinion about how you protect the public space that's
4 supposed to have essentially free access.

5 I think one of the concerns that we as a group
6 have is coming up with a report that's a portion of the
7 much broader Sandy Hook report that will deal with
8 emergency operations and public health. And to the extent
9 that we agree with the Safe School Infrastructure Committee
10 report, obviously it adds weight to its value in the
11 community. But to the extent that we have issues or
12 differences of opinion with it, now there essentially
13 exists two documents that aren't completely in support of
14 each other. That could be legislatively confusing, and it
15 could certainly provide an opportunity for our body of
16 designers and educators to say, "You know, two sets of
17 professionals created two documents, and they don't agree
18 with each other."

19 So I think one of the challenges we have is to
20 not undermine that which has been created already, which is
21 in part a genesis of this group, and yet not limit
22 ourselves to the thinking only that's in that document and
23 to take advantage of the various testimonies that we've
24 gotten that perhaps some of the Safe School Infrastructure
25 Committee has not. They have not sat in on all of our

1 meetings, nor have we sat in on all of theirs.

2 So I think at some point we want to have a
3 fundamental conversation about how much our recommendations
4 vest trust, insight, and support for the report of the SSIC
5 or whether our document exists as a parallel document and
6 one eventually ends up having to compare our
7 recommendations to theirs and choose between the two. I
8 don't think we have an opinion that's consensus-developed
9 yet on whether that's a good idea, but I think that's a
10 challenge that's out there.

11 CHAIRMAN JACKSON: Along with the initial
12 challenge of each school being remarkably different in
13 design and internal environment. As the town of Hamden's
14 Safe School planning committee was meeting earlier this
15 week, I received a series of e-mails from John Field, who
16 is our DEMHS rep, providing a series of documents related
17 to this topic, and I found them fascinating to review at
18 the same time that our professionals were reviewing our own
19 internal plans. And so I asked DEMHS to join us today to
20 talk a little bit about that series of documents, those
21 recommendations which go from the design level to the
22 internal operations of the school, so that we can try to
23 synthesize these a little bit. And so I'd like to call
24 Brenda Bergeron up, if she is available, to kind of walk us
25 through these documents and let us know how we can be

1 helpful in trying to promote the principles therein.

2 Welcome.

3 DEPUTY COMMISSIONER SHEA: Good morning, Mayor
4 Jackson and members of the Sandy Hook Commission. I'm
5 William Shea. I'm the deputy commissioner of Department of
6 Emergency Service and Public Protection with jurisdiction
7 over the Division of Emergency Management and Homeland
8 Security, better known as DEMHS. With me today is Brenda
9 Bergeron, the principal attorney for DEMHS. We are here
10 today at the request of Mayor Jackson to provide the Sandy
11 Hook Commission with information regarding the recently
12 completed All-Hazards School Security and Safety Plan
13 Standards.

14 In accordance with Public Act 13-3,
15 Section 86(b), DESPP/DEMHS was required to submit to the
16 state legislature, specifically the Education Committee and
17 the Public Safety and Security Committee, All-Hazards
18 School Security and Safety Plan Standards. In addition to
19 the All-Hazards School Security and Safety Plan Standards,
20 we developed the following documents to enhance and
21 complement the standards -- and those are the documents
22 that you had received, Mayor -- an All-Hazards School
23 Security and Safety Plan quick summary sheet, basically a
24 one-page quick snapshot of the template, basically a user's
25 guide; and an All-Hazards School Security and Safety Plan

1 template with sample appendices and annexes.

2 This document is a template for school districts,
3 superintendents, principals, and leadership to aid and
4 guide in the development of the School Security and Safety
5 Plan implementing the All-Hazards School Security and
6 Safety Plan Standards. In addition to the All-Hazards
7 School Security and Safety Plan Standards, DESPP/DEMHS has
8 also developed a training program for superintendants,
9 principals, and school district leadership. This training
10 program will provide districts with the background
11 information regarding school security and incident
12 management as well as assist them in the development of
13 their school security and safety plan. This training
14 program will be ready for implementation commencing in
15 January of this year.

16 We've also established an e-mail address in order
17 to facilitate receiving comments and questions from
18 municipal and school leaders over the next year regarding
19 the All-Hazards School Security and Safety Plan. This will
20 aid DESPP/DEMHS in the preparation of future versions of
21 the All-Hazards School Security and Safety Plan Standards.
22 The plan's standards and associated documents were drafted
23 by a school security working group that was convened by
24 DESPP/DEMHS and made up of local and state education and
25 emergency management partners. This approach was used by

1 this working group, and it included assessing the risk,
2 performance, and ultimately an all-hazards approach.

3 The school security working group was formed to
4 develop the All-Hazards School Security and Safety Plan
5 Standards. That was led by Brenda Bergeron of DESPP/DEMHS.
6 I would like to publicly recognize and thank Brenda for her
7 efforts and demonstrated leadership in developing the
8 standards and the plan. It was a collaborative effort that
9 included many individuals and hundreds of hours in order to
10 accomplish the task. I would also like to recognize the
11 following participants who all significantly contributed to
12 the standards, plan, and template: Joey Barbera from the
13 Connecticut Conference of Municipalities; Dr. Mary Conway,
14 the superintendent of the Vernon Public Schools; Margaret
15 Freidenfelt from the Connecticut Department of Health;
16 Chief John Littell, the Tolland fire chief and emergency
17 management director; Mary Kate Lowndes from the Commission
18 on Children; Chief Paul Melanson, the Farmington police
19 chief; Mike Muszynski from the Connecticut Conference of
20 Municipalities; and John Woodmansee from the Connecticut
21 Department of Education. I extend my personal thanks to
22 these individuals who put a tremendous amount of time and
23 effort into this initiative.

24 I would also like to thank and acknowledge the
25 following DESPP/DEMHS staff who participated in a school

1 security working group and significantly contributed to the
2 development of this project. First of all, Brenda
3 Bergeron, who was mentioned earlier. From the Office of
4 Emergency Management, Director William Hackett, Michael
5 Caplet, Robert Christ, Robert Drozynski, John Field, Thomas
6 Gavaghan, Tessa Gutowski, Henry Paszczuk, Robert Scata,
7 Cynthia Tangney, Thomas Vannini -- who is our Region 5
8 coordinator, which includes Newtown -- and John Warren.
9 From our Office of Counter Terrorism, Major Louis J.
10 Fusaro, Sergeant Kenneth Rigney, and Detective Michael
11 Grieder.

12 At this time I'd like to ask Brenda Bergeron to
13 provide you with a summary of the All-Hazards School
14 Security and Safety Plan Standards as well as the
15 supporting documents. Brenda.

16 MS. BERGERON: Thank you, Deputy Commissioner.
17 First of all, I'd like to thank the chair and the committee
18 for the opportunity to speak today. As a graduate of Sandy
19 Hook School and of the Newtown school system, I appreciate
20 the opportunity to talk about something that's so near and
21 dear to all of our hearts.

22 As the deputy commissioner talked about, when we
23 were given the statutory obligation to create the standards
24 we wanted to make sure that we provided -- as we do at
25 Emergency Management and Homeland Security, we wanted to

1 make sure we provided supporting documentation and
2 materials that would help school districts address the
3 standards that were being set. And so, as the deputy
4 commissioner described, our packet, if you will, starts out
5 with a user's guide, because we recognized, having worked
6 in this collaborative environment, that we were presenting
7 a lot of material to people who were very concerned about
8 making sure that they were addressing the standards that
9 were going to be set. And so the first place to start is
10 with the user's guide, which is just a one-page sheet. And
11 you should know that the way we operate at DEMHS is we make
12 sure that we get all materials out to our emergency
13 management partners, by which we mean the local emergency
14 management directors, the service chiefs in a community,
15 the local CEO, and we also worked with the Department of
16 Education and got these materials out to the school
17 districts as well.

18 The first document, really the primary document,
19 is the All-Hazards School Security and Safety Plan
20 Standards. This was the requirement that was set by Public
21 Act 13-3. And many of the standards were really identified
22 in that legislation, but the group looked at those
23 standards, determined how we would approach them in the
24 further documents, and we also added a couple of standards.
25 And the key points to know with regard to these standards

1 is that really one of the primary goals and objectives of
2 the standards is collaboration, collaborative planning,
3 collaborative -- bringing the right people to the table and
4 making sure that the community is represented, the whole
5 community, the whole school community, the whole municipal
6 community is represented when determining how to handle
7 issues like all-hazards school planning.

8 One key point that the standards set and are
9 discussed in more detail in the plan itself, the template
10 plan that was provided, is the concept of NIMS, or the
11 National Incident Management System. For those of you --
12 and I look at Chief McCarthy with affection and
13 appreciation -- who are involved on a daily basis in first
14 responder and emergency management activities, you know
15 that the Incident Command System allows anyone who is
16 responding to an event to know how to set up the structure
17 in a way that will be recognized by the community that
18 they're dealing with. The governor in Executive Order 34
19 directed all state agencies to follow NIMS, and we work on
20 that on a consistent basis, as do our municipal partners.

21 So one of the things that the standards do is to
22 set NIMS and the Incident Command System as the system that
23 school systems can operate under when they have to respond
24 to an emergency. It's something that will jibe very well
25 with what all local first responders are currently trained

1 in. Part of NIMS is the standardization of terminology,
2 and so one of the things that the plan talks about and the
3 standards talk about is using standard terminology so that
4 if you have a responder who is coming from a different
5 community or is coming from the state rather than from the
6 municipality they know what you mean when you use certain
7 terms. So both the standards and the plan talk about that.

8 Particularly in response to some of the things
9 that I heard discussed in the earlier presentation, there
10 are two standards that I think would be particularly
11 important to this group as you're considering the issue of
12 infrastructure or, even more than that, the issue of making
13 sure that we're consistent in how we deal with what's going
14 on in the classroom versus what's going on on the outside
15 when first responders arrive.

16 The first is that there's actually -- one of the
17 standards that was set by our group was for the creation of
18 a first responder reference kit. In other words, when
19 someone is coming to the scene, whether it's -- you know,
20 whatever is being used to protect the building itself, the
21 first responders will have access to ingress one way or
22 another, whether it's a master key or some other plan, and
23 that that communication between the first responder
24 community and the school community will have taken place
25 ahead of time so that everybody is aware of what needs to

1 be done when a particular incident is taking place.

2 The second thing we've done is within some of the
3 appendices, which I'll talk about a little bit more in
4 detail shortly, we also have a suggested packet for
5 teachers to have available in their rooms. And I know that
6 one of the commission members mentioned the opportunity for
7 there to be a way to seal off that room. That might be
8 something that would be in that packet.

9 One of the overall things that we wanted to make
10 clear as we prepared these standards was that we recognize
11 that many communities have moved forward with planning
12 already, that they may have done a great deal of work on
13 it, and the point of the plan template and the standards is
14 not to replace the good work that has been done but to make
15 sure that it's standardized and that, you know, if you've
16 hired a consultant and they've prepared a document for you
17 that you take that document, you compare it to the plan
18 template and the standards, and you make sure that the
19 standards are addressed. So that's the first document.

20 The second document is the plan template itself.
21 And we do a lot of planning within my division, and we work
22 very, very closely with municipal partners. And so I again
23 smile at Chief McCarthy because he knows when DEMHS comes
24 out with a plan it's usually fairly comprehensive, and one
25 of the key challenges is to make sure that we explain it in

1 a way that it's useful and pushes forward what needs to be
2 done at the municipal level. And this was clearly a key
3 component of what we tried to do in that plan template.

4 The first part of the template is the plan
5 itself, which when you see -- when I hold up a document
6 that looks like this, that looks a little bit imposing.
7 But the plan itself, the plan template, is less than 30
8 pages long, and that was one of the key goals that we had
9 as a group. As the deputy commissioner indicated, we had
10 school representatives. We had local law enforcement and
11 fire and emergency management representation. Everybody
12 understood that we could not present a document that was so
13 thick that it was not usable for municipalities. And so
14 the actual plan itself is fairly short.

15 It provides what are the basic parts of any plan:
16 an introduction, a concept of operations, situations and
17 assumptions, including information on training. I talked
18 about NIMS before. One of the things that the document
19 presents is the training that we recommend at the school
20 level for everybody on the school campus who is personnel
21 to receive, to take at least what's called ICS 100. There
22 is a 100.a, which is basically Incident Command for
23 schools, and that's a very easy online course that would
24 give everybody a basic understanding. We then made
25 recommendations for further training for people who would

1 be in command-decision position during an emergency.

2 One of the other things we have in that beginning
3 part is we've highlighted areas where the school system
4 will want to address things to put their own specific
5 details in. So it's truly a template. You know, if there
6 is a way that your campus is set up that might be different
7 than others, there are locations to put that. One of the
8 things that the plan talks about, because the work that was
9 done -- and I have to really give a shout-out to three
10 individuals who served on the committee. Chief Littell
11 from Tolland, John Woodmansee from the Department of
12 Education, and Tom Vannini, our Region 5 regional
13 coordinator, took documents from other jurisdictions and
14 really put together something that we would be able to use.
15 And one of the things we wanted to make sure we could do is
16 allow flexibility for school districts to put in what they
17 needed to put in, that we would give the basics and they
18 would be able to put in what they needed. We also have a
19 resource. There is a section that lists resources that can
20 be available, including the infrastructure standards that
21 were set, as well as the standards that we've set by
22 statute.

23 The second part of the template are the
24 appendices, and we have divided the two next parts really
25 into appendices and annexes. And the appendices, the first

1 of the appendices, the first nine or so, prepare a school
2 for any emergency by collecting specific information that
3 they need, because one of the huge things that develops is
4 you need to know -- no matter what the emergency is, you
5 need to know who it is you talk to and how to reach them
6 and what the lines of communication, the communication flow
7 is. So, for example, one of the appendices is for the
8 school to identify staff skills. If you have people on
9 site who are trained therapists, for example, or
10 individuals who have Red Cross certification or CPR
11 training, this would give the school the opportunity to
12 have that information right up front at the beginning of
13 the year.

14 Other appendices include things like creating a
15 staff list, thinking ahead of time who is it that you want
16 to have occupy certain roles. I smile when I think of
17 where my children went to school in elementary school. The
18 principal didn't have a vice principal, and really I felt
19 that the librarian was the person who would take on the
20 role of incident commander in everyday situations if the
21 principal was not in the building. Those are the kinds of
22 things that schools need to think about ahead of time.
23 When the principal has stepped out to meet with somebody or
24 is meeting off site, who's in charge and what is their role
25 going to be?

1 We also have five appendices that provide sample
2 tools, including things like I talked about before: a
3 sample emergency packet for a teacher's room, a sample
4 first responders' reference kit that might include the
5 current maps of the building and the ways to gain ingress,
6 as well as a sample exercise and drill log because
7 obviously one of the keys of positive response is the
8 ability to exercise and drill and train periodically so
9 that you are prepared in the event that anything happens.
10 And I appreciate what the chief said, that there are
11 occurrences happening every day in every school that
12 require some sort of response, and so that's why
13 all-hazards response is so very, very critical.

14 The last six appendices also help schools
15 identify their hazards, and we worked closely with our
16 Critical Infrastructure Unit as well as the School
17 Infrastructure Council to try to make sure that we were
18 consistent in what were providing with guidance as far as
19 some of the determinations of hazards and assessments of
20 hazards.

21 One other part of the template is we provide two
22 sample action guides. These are examples of one-page
23 documents that could be in a school classroom to allow the
24 teacher, who is thinking of a million other things, to know
25 if this happens, this is what the particular incident is --

1 you know, this is the type of incident, it's a lockdown,
2 it's a this, it's a that, and here's what you need to do so
3 that there's not a lot of -- you talk about time being so
4 critical, and so you don't have to, you know, thumb through
5 my 30-page plan to figure out what to do. You have
6 something on the back of the door that tells you how to
7 respond in a particular incident.

8 We then have a series of annexes that are
9 functional annexes for particular incidents, and those are
10 set out for municipalities to look at. If they determine
11 what their hazards are, they can determine how they want
12 to -- you know, if they want to use these annexes or
13 something else that they create that fits into their
14 particular situation.

15 The key thing that we realize -- and we realize
16 this always in emergency management planning -- is that
17 this document is flexible, that this is a -- it will be
18 subject to change. It's intended to be subject to change.
19 And so as the deputy commissioner indicated, we have an
20 e-mail address set up that's gone out to all of the
21 municipal partners, asking them to review the document as
22 they proceed. If they have a question, they can
23 immediately contact us, what their question is. If they
24 have a comment -- and there will be comments -- we will use
25 those. We would relish hearing both things that people see

1 as gaps in the document as well as best practices that they
2 may have that they don't see identified in the plan itself.

3 And so that, in a nutshell -- that's about as
4 short as a lawyer will ever be -- that is the packet that
5 we put out, and I would be glad to take any questions on
6 the documents that we have.

7 CHAIRMAN JACKSON: Attorney Flaherty.

8 MS. FLAHERTY: It's kind of hard to hear a
9 presentation like that when we don't have the documents
10 here, and it would have been a little useful to maybe have
11 that presentation here. And hearing you talk about it, it
12 sounds like a phenomenal document that a lot of people put
13 a lot of time in.

14 I think the other thing that's a little
15 frustrating, sitting here, is hearing how many different
16 task forces and groups are put together, doing what sounds
17 like remarkably similar work. And, you know, a lot of
18 people in the state and around the country have a lot of
19 expertise. And especially as a legal aid lawyer, it's just
20 phenomenally frustrating to see limited resources getting
21 thrown at a problem where everybody seems to be doing the
22 same thing. So that's just frustration, I guess.

23 MS. BERGERON: If I could answer a couple of
24 quick things, one is that this was a legislative mandate.
25 We're part of the gun bill, if you will, Public Act 13-3.

1 The legislation required that my agency would prepare these
2 standards in accordance with the requirement.

3 I didn't know that you didn't have the plan, and
4 I would be glad to send it out to the committee. We were
5 required by statute to provide it to the legislature. So
6 it has been filed with the Public Safety Committee and the
7 Education Committee. And what we can do is, you know,
8 after this meeting we can get it out -- well, I know you
9 have it, but we can get it out electronically, if you don't
10 have it electronically. And then, again, we would be glad
11 to either come back and answer questions publicly or answer
12 your questions individually at any time.

13 CHAIRMAN JACKSON: And I'll take responsibility
14 for that. I did have it. I got it as a mayor and didn't
15 think to pass it on. But I will actually before I leave
16 Hartford today issue you all copies of the three e-mails I
17 received.

18 If I could ask one question before I open the
19 floor, in my review of the public act -- and it hits home
20 to my community frequently. We host many nonpublic
21 schools, and nonpublic schools have, in large measure, been
22 left out of the grant process for school safety
23 renovations, and they don't seem to be covered by this.
24 Are they covered here? Or is there another mechanism to
25 reach out to the nonpublic schools as well?

1 MS. BERGERON: They were not covered by the
2 legislation, but I think that the template is drafted in a
3 way that any school, whether they're public or private,
4 would be able to use it. And we are providing it to all of
5 the emergency management community, who can distribute it,
6 and I think in fact in many cases are distributing it to
7 their private schools as well, because I know emergency
8 management directors and the emergency management community
9 do not leave the private sector at the door, you will.
10 They are partners at the table.

11 CHAIRMAN JACKSON: Mr. Ducibella.

12 MR. DUCIBELLA: Thank you. I'm very anxious to
13 see the document, and it sounds a lot like what this
14 commission had envisioned and the deputy commissioner
15 overheard, and I'm enthused that it has come this far.

16 You may have heard me mention before that the
17 value of this commission, in large part, is to bring
18 awareness, look back in time, make recommendations for the
19 future, and take advantage of the work of many different
20 people. To the extent that as a professional designer
21 myself we look toward these kinds of documents as
22 informative -- because schools will be renovated and
23 constructed in Connecticut, hopefully, in perpetuity.

24 The documentation that you created, is this part
25 of a body of documentation that will have a constant

1 oversight by some committee or some group? I heard you say
2 it's a living document. I'm sorry to be distrustful. I
3 don't mean to be. But the value of any codification that's
4 used eventually as a standard for people to refer to, take
5 advantage of the work of many, many other subject-matter
6 experts for which no one school, no one design firm, no one
7 fire or police chief could possibly recreate its value is
8 in constant review, update, revalidation, and
9 redistribution. What do you see as the future of this
10 document? Because part of what our commission needs to do
11 is to say, "We think it's a great document. We'd love to
12 see that as part of a legislative process for conformance,
13 for quality assurance." The value of making that statement
14 in part is dependent upon how much future credibility the
15 document maintains. Lead us forward toward a future of
16 this document and what you see happening. Who will be
17 working on it? Who will be modifying it? How will it be
18 made contemporary and continue to therefore have its best
19 value?

20 MS. BERGERON: That's a great question. And
21 there's two ways that this document will continue to be
22 living, if you will. The first is that the legislation
23 that I talked about, Public Act 13-3, just as with the
24 School Security Infrastructure Standards, these standards
25 are required to be -- we are required to file a report each

1 year with the two legislative committees of cognizance,
2 including any legislative proposals that we would have on
3 changing the standards or in changing the legislation that
4 deals with the standards. So that's the first thing.

5 The second thing is that under the standards one
6 of the things that we added that was not in the legislation
7 is that the school districts' plans become part of what's
8 known as the Local Emergency Operations Plan, or LEOP, that
9 is required by statute to be filed each year with the
10 Department of Emergency Services and Public Protection
11 Division of Emergency Management and Homeland Security. So
12 it becomes -- it's becoming an annex to what every town has
13 to file each year. So not only is there a legislative
14 requirement now that the plan be reviewed each year by our
15 agency, but also it's part now of the process that each
16 town is required to follow annually by statute as well.

17 MR. DUCIBELLA: So for my simple mind, can I look
18 next year at about this time for this document to have a
19 revised date or revised pages? What you just said I
20 understand, but with a little bit of skepticism, certainly
21 not about what you've done but about how these processes
22 that are galvanized by a particular event create a
23 documentation that then isn't routinely advanced. Can I
24 look next year for a revised version of this? "But," you
25 might say, "only if it's worthy of revision." I want to

1 really have confidence on behalf of the commission that
2 what sounds like something that's really extraordinary
3 doesn't turn from platinum to gold to bronze to tin over
4 time.

5 MS. BERGERON: That's a very good -- and,
6 actually, there's two answers to that. One is the
7 legislative requirement that we address it each year. So
8 there will be a new document next year.

9 The second is that is really the heart of
10 Emergency Management. Emergency Management is all about
11 bringing together the appropriate subject matter and
12 disciplinary and geographical area experts to work on
13 something on a continuing basis and always to improve it
14 and always to identify and be critical of it so it's a
15 better document in the long run.

16 So it is -- it has become part of our culture in
17 Emergency Management to work together. We have five
18 regional planning teams. We have identified regions.
19 Those regions work together to make better each planning,
20 both at the municipal level and at the multimunicipal
21 level, if you will. But this has become socialized, if you
22 will, by the legislation as part of the plan itself, and it
23 will -- there is a structure in place to make sure that it
24 does not go from gold to tin over any stretch of time.

25 MR. DUCIBELLA: Thank you. And I don't want to

1 predominate. I know there are other questions. The notion
2 of reassembling all of those subject-matter experts which
3 were done to create this, is it the intent as the document
4 matures over time to reassemble those or their equivalent
5 group of subject-matter experts? I think there are others
6 on the committee with respect to mental health and gun
7 legislation who would love to have seen this same level of
8 effort -- this is a very difficult topic, but there are a
9 lot of people and professionals and processes out there at
10 the government level that allow you to structure the state
11 program of NIMS adoption, and we therefore have a great
12 core opportunity in safe school design and operation to
13 build on all of the other events going back to the Murrah
14 bombing where this kind of thing has become formative. But
15 it sounds -- and I'd just like confirmation. You assemble
16 a group of subject-matter experts -- and I very much
17 appreciate the deputy commissioner bringing all of them to
18 the fore so we understand the fidelity of the document.
19 That group or other groups' equivalence of them will be the
20 process whereby each year this document will continue to be
21 informed; is that correct?

22 MS. BERGERON: Yes. And the group that we put
23 together for the school security work that we did is
24 similar to the types of groups we've put together over the
25 years to address any issue. We do not do a plan that does

1 not include partners at other -- within other municipal and
2 state offices, federal, private sector. It's very
3 important to emergency management planning that the right
4 partners and as many partners as possible be at the table.
5 So, for example, just to give a quick example, the
6 governor's Emergency Planning and Preparedness Initiative
7 work that we've done over the last few years as a result of
8 the five open disasters, presidential major disasters we've
9 had, has involved us setting up standing working groups to
10 address anything from mass care to energy and utilities
11 restoration, and we have standing groups that we convene.
12 There is a system within the NIMS system called Emergency
13 Support Functions, and so those groups meet on a regular
14 basis as well. So that's how we roll. We roll by
15 connecting everybody together.

16 MR. DUCIBELLA: It's a wrong thing to say that I
17 think it's a great job because I haven't seen the product,
18 but it sounds like the process is high fidelity, and the
19 maintenance of that sounds like a wonderful thing. Thank
20 you very much, and congratulations.

21 MS. BERGERON: Thank you.

22 MR. CHIVINSKI: Hi, Ms. Bergeron. Since we don't
23 have the materials in front of us, two questions: One, I
24 was curious if you could elaborate on this suggested
25 teacher packet. You know, is it specifically for the

1 teacher? Is it more designed to stay in the classroom?
2 You know, i.e., if you had a substitute teacher moving
3 around the building, I would imagine it's a classroom
4 packet. And any and all things you could tell us about its
5 development.

6 And, secondly, you said you've been in touch with
7 all the municipalities, searching for feedback. And what
8 is that initial feedback?

9 MS. BERGERON: To answer your last question
10 first, I think the feedback is that there is -- initially
11 there is some -- I don't want to call it concern, but
12 there's an interest in the documents, great interest in the
13 documents, a concern that they want -- that towns want to
14 make sure that what they have in place already is not going
15 to be just sort of swept out the door and this is going to
16 come in in its place. And so it's really been very
17 successful for us to be able to come in here today and say,
18 "Look, this is not meant to replace what you've done
19 already. It's meant to provide the standards that what
20 you've done already should meet and also to provide you
21 with the tools that you might need if you haven't thought
22 about some of the thing that the group thought about."

23 So I think that the response so far, which our
24 regional coordinators would be better able to respond to,
25 is that there is always some concern when something new

1 comes out that you want to make sure -- you know, you want
2 to represent your town as the municipal leader and
3 officials as best you can, and so that's one of our goals
4 always is to work together with the municipalities through
5 our regional offices to make sure that every question is
6 answered and every opportunity is given for us to learn
7 from them as well as them to learn from us.

8 With regard to your first question, the sample
9 teacher's packet -- let me just find it first. You are
10 absolutely right. The point of this is really to have it
11 available in the room. And we actually -- the plan
12 template does talk about getting information to substitute
13 teachers, getting information to other people who might --
14 visitors and that kind of thing. And one of the other
15 appendices that we have in here actually are letters to go
16 out, sample letters that were done actually in the
17 Farmington school system to go out to substitute teachers
18 or replacement teachers or visitors to the school, vendors,
19 that kind of thing, to make sure that everybody is on the
20 same page.

21 The packet includes -- again, this is a sample.
22 So it's going to depend on the school system. But it
23 includes the actual materials that a teacher might want to
24 have in the classroom. And I don't want to -- you know, I
25 don't want go into too much detail because we're careful to

1 protect the safety risks of things, but it provides
2 basically in the beginning, you know, know where whatever
3 it is you need is; here is the list of things that you
4 might want to consider. If you have a particular lockdown
5 procedure, here is what the lockdown procedure is. You
6 know, if there's a fire alarm, this is what you should do.
7 So it's a very basic thing.

8 The other pieces, the action guides, have
9 specific, you know, if X happens -- and literally there are
10 two different systems. One is there's a couple of pages,
11 and you just look to see which event is taking place. The
12 other is a one-page sheet that you basically look at the
13 top and say, "If this is happening, then this is what you
14 do." So it's really two pieces that go to the teacher
15 specifically.

16 MR. CHIVINSKI: Not to be ignorant, just my
17 own -- I have a packet in my room now, you know, so these
18 things are happening in some places throughout the state,
19 and there's various components in it. My question is --
20 and I don't know the answer to this, but is this the type
21 of system that you would envision a key would be attached
22 to? Would there be a key in this packet?

23 MS. BERGERON: Because when the previous
24 discussion was taking place, I went and looked at this, and
25 if the decision was made at the school level that the

1 teacher should have a key or the room should have a key
2 available, that's where I would imagine it to be, based on
3 the conversation that took place before.

4 MR. CHIVINSKI: And, hopefully, they all decide
5 that. Thank you.

6 MS. KEAVNEY-MARUCA: Does it also include a
7 recommendation for this type of thing to be reviewed in
8 professional development? For example, the first couple of
9 days of school, you know, it's just teachers, no students.
10 Is that one of your recommendations?

11 MS. BERGERON: Yes. And, actually, one of the --
12 I have to give a shout-out to Dr. Conway, who is the
13 superintendent of schools in Vernon. She was very actively
14 involved in this. We talked about the number of pressures
15 that are on teachers and administration at the beginning of
16 the year to try to address all these different issues, but
17 that actually is in the plan template. That's one of the
18 requirements.

19 DR. BENTMAN: How does your Connecticut group
20 connect with other groups in other states that may have
21 ideas that we'd like to adopt and how do we plan to share
22 this with others?

23 MS. BERGERON: I was actually supposed to mention
24 that. Tom Vannini said to me, "Make sure you say that
25 we've actually already been working with the other New

1 England states on this."

2 We have a number of different ways. We have an
3 association called the National Emergency Management
4 Association where we communicate best practices twice a
5 year. I also -- I'm actually the chair of the legal
6 counsel group for that association. So we share best
7 practices on a regular basis.

8 Within New England there's a number of different
9 organizations. I know that law enforcement has been
10 working together on some of the assessment issues. And we
11 actually have a Northeast States Emergency Consortium that
12 we work very closely with the other state emergency
13 management people. And so we're actually -- we are working
14 to make sure that we are consistent across borders so it
15 doesn't stop at the Connecticut line.

16 MS. FORRESTER: Mr. Ducibella mentioned that
17 those of us mental health workers are a little jealous.

18 And I would thank you for saying that, because
19 it's true.

20 It's amazing to see the amount of effort and
21 clarity and communication that's being prepared for the
22 state and for teachers around safety pre-emergency. I have
23 a question. Were there emotional or mental health
24 components of the packet, you know, in particular around
25 the debriefing or the recovery once an event did occur?

1 MS. BERGERON: I think that the plan could use
2 more on recovery. It does have -- the deputy commissioner
3 mentioned Mary Kate Lowndes, and she serves on the
4 Commission on Children and as well as on a working group
5 that we have called the Child Emergency Preparedness Group
6 that we chair as part of the emergency management work that
7 we do. And so mental health is a key component on that
8 particular group.

9 We have some recovery information there. We have
10 some -- one of the annexes talks about things you might
11 want to -- behaviors, red-flag behaviors. We also have --
12 one of the situations is a situation of a shooter or active
13 shooter. I think that's an area that Version 2 can address
14 better because we were focusing on sort of the all-hazards
15 standards, and I think as people take a look at it and it
16 evolves, then we hope to get more on that.

17 DR. SCHWARTZ: So my question is directly related
18 to the question that Alice just presented to you. I'm
19 wondering if the all-hazards approach includes the
20 behavioral hazard that may originate within the classroom.
21 And I'm thinking now -- Alice focused on the kind of
22 recovery phase, but I'm thinking about the
23 crisis-management phase. I'm also relating to back to
24 Kathleen Flaherty's question or comment earlier about the
25 overlap and possible redundancy of approaches to the issues

1 that we're facing. So, for instance, there are a number of
2 bodies now in the state that are addressing the -- working
3 on the issue of early intervention. I'm sure that in our
4 recommendations about the mental illness components of
5 these issues we'll be addressing that also. Early
6 intervention overlaps with crisis management of the
7 erupting situation. So to what degree does your report
8 entertain this issue?

9 MS. BERGERON: There's a couple of sections that
10 deal with that. I talked a little bit about the red-flag
11 issue. The other thing is that it does have a
12 psychological-assessment portion to it as part of the --
13 you know, when you're considering the school community, and
14 it's got -- we worked, actually, with the infrastructure
15 group to make sure that the physical assessment was similar
16 to what had been worked on by the infrastructure council.
17 So there's also a psychological -- some psychological tools
18 assessments. But I think information, especially as it
19 comes out of this commission, that would address specific
20 tools that you might want to have available to school
21 communities, that that would be something that we would
22 want to add to this. It raises the issue so that
23 municipalities -- school districts are aware of the issue,
24 but I think that some of the guidance -- it needs more
25 guidance in that regard.

1 DR. SCHWARTZ: Just as follow-up to that, if I
2 could, on the issue of possible redundancy -- and this is
3 not to be critical of your group nor is it to be critical
4 of our group, though it possibly could seem that way. So
5 mental health first aid is one of the assessment and
6 early-intervention tools that is already being rolled out,
7 you know, throughout the state of Connecticut. I'm just
8 wondering. Any connection? Any addressing of the --
9 mental health first aid would be a tool that teachers in
10 the classroom, if everybody had it, could apply. So was
11 your group aware of mental health first aid? Did you
12 address that offering?

13 MS. BERGERON: In a couple of different ways.
14 First of all, the standards that were set by the
15 legislature includes a responsibility on the School Safety
16 Committee of identifying, for example, not just bullying
17 behavior but behavior that does not rise to the level
18 bullying but creates problematic situations. So that's one
19 of the standards.

20 The specific tool that you talk about, I think --
21 when I look at the areas on the assessment, for example,
22 the assessment on psychological stuff says that there is a
23 code of conduct for the school, that there are certain
24 provisions in place. So the materials that the mental
25 health community would provide, there would be a check-off.

1 All this is really is the basic to say, "Do you have these
2 things in place?" So if you have mental health first aid,
3 then you're going to check off "Yes, we have it." So I
4 think it's not so much -- this isn't taking the place of
5 determining what that mental health first aid would be, but
6 it's bringing to the minds of the planners for the school
7 community we need to have something in place.

8 CHAIRMAN JACKSON: If I could just add on to that
9 one other component -- and there is another interweaving
10 here because schools are at the nexus of just about
11 everything we do in our communities. Starting next year
12 each school shall have to have a safety committee that must
13 include a mental health professional. So these things sort
14 of fold, and they'll turn a lot of different ways. Chief.

15 CHIEF McCARTHY: Thank you both for the
16 presentation this morning. The main concern that I have is
17 having seen the laser focus of school safety post Columbine
18 diminish over time and whereas this past year we have at
19 the local level had to ramp up and recover some of that, my
20 concern is that we find it at the local level and in my
21 community with 12,000 students, 1,500 staff in 19
22 facilities it's very difficult for a system to maintain the
23 attention or devote the attention necessary, and if
24 positions are dedicated to this, something else is given
25 up. And that's true in large communities and in small

1 communities. Does your committee make recommendations for
2 plan management at the local level, or are there resources
3 that will be dedicated at the state or regional level to
4 make sure that three years from now or five years from now
5 we maintain a baseline of attention to school safety?

6 MS. BERGERON: There's a couple of things I would
7 say to that. The first is that the group was very
8 cognizant of the fact that the requirements should be as
9 realistic as possible, that recognizing that the school
10 community is under stress for a million different things
11 that it was important to provide the most basic tools
12 necessary rather than, you know, sort of -- I don't want to
13 say flowery things, but rather than expecting there to be,
14 you know, a full-time emergency management director at each
15 school. So, for example, the template that we used
16 suggested that each school district would have some sort of
17 emergency management person, and what we indicated -- and I
18 talked about the fact that there are areas that are in
19 yellow for people to be able to fix it to the way their
20 system operates. We said, "If you don't have that person,
21 who will do these things?" Because that's always the
22 issue. You can have a document, but it's very difficult to
23 find the people to assist.

24 We have currently in the hopper, if you will,
25 some positions to assist at least on a temporary basis with

1 some of the school work that we've been tasked with, and we
2 are -- one of the things -- one of the key things that
3 we've done, I think, is create through our training unit a
4 school emergency training program that will be out in all
5 of the five DEMHS regions, will be provided in all of the
6 regions to assist in sort of a train-the-trainer phenomenon
7 so that this becomes and the training is based on this
8 document, in part, so that within school districts within
9 the communities there will be other people who are aware of
10 the work that needs to be done. And that training program
11 is scheduled to start in Region 5, which is Newtown's
12 region, this month or next month and then go to each of the
13 five regions. And that's something we have a curriculum in
14 place to make this be part of the process of what DEMHS
15 helps provide to communities on an ongoing basis, not just
16 over the next year.

17 CHIEF McCARTHY: I would just like to follow up
18 that I think that plan management and execution requires
19 full-time attention. Two added professionals respond to
20 the urgency of the day, and there will be much more daily
21 urgency for things other than emergency management in
22 schools. And I hope that we would be able to find a way to
23 include in our recommendations a recommendation for funding
24 for full-time positions, whether they are recommendations
25 for local municipalities to maintain that or by districts

1 or regionalization or at least through the DEMHS regions.
2 I think that this is important and we'll see that this will
3 be money well spent and that everybody in the community,
4 the other responders in the community, will benefit from
5 having another professional dedicated to public safety in
6 the schools. That will translate to public safety in the
7 community, and I think that it's an important consideration
8 for the committee. Thank you.

9 MS. FORRESTER: Thank you very much for filling
10 us in on some of the emotional and mental health
11 components. I just want to say that I agree with what Hank
12 was talking about around mental health first aid. But just
13 reminding you that because the Office of Safe and Drug-Free
14 Schools was closed that it has been very challenging to us
15 who are in the recovery work in Newtown to actually
16 concordize the steps and what it needs to look like, and it
17 took quite a long time to be able to get all of the
18 information together, whereas I had been told and we had
19 heard some testimony that, you know, if that program had
20 been in place those experts would have come in and, you
21 know, somewhat had a blueprint similar to what you're
22 talking about now. So it's critical, I think, from what
23 little I know about federal jurisdiction, that if Homeland
24 Security is going to take this on as safety that the
25 recovery portion needs to be taken care of because there is

1 no one currently, I think, on a national level and there
2 certainly wasn't anyone on a state level to be able to
3 assist us in guiding in that way.

4 And so I know you're saying we might have to wait
5 until Part 2, you know, the revision of the method, but I
6 think that it would be very important to think about that
7 immediately. There is nothing worse than, you know, sort
8 of knowing help needs to be extended and to really not
9 understand what you're supposed to -- you know, how you
10 structure it and what you do. And to have to call and
11 speak to fifty different people to be able to, you know,
12 come up with a recovery plan is really quite stressful,
13 frankly, and we should learn from that.

14 MS. BERGERON: I would be glad to speak with you
15 afterwards, because we are nothing if not flexible. And if
16 there's a need to assist in preparing something that would
17 be part of this document as an addendum now, you know,
18 within the next couple of months, we would be glad to work
19 on that with you.

20 CHAIRMAN JACKSON: Thank you. And on that point,
21 I think on the 24th we want to spend a lot of time talking
22 about recovery. So we may be able to offer at least the
23 road map to that road map, because it is, obviously,
24 critical. Thank you. Mr. Ducibella.

25 MR. DUCIBELLA: My working with DHS on a great

1 deal of occasions lends me to bring up a concern that this
2 is sort of counterindicative in my profession. We did not
3 have much in the way of national legislative documentation
4 or recommendations prior to the Trade Center bombing in
5 '93. It was advanced through the Interagency Security
6 Committee in 1996 as a result of the Murrah Building
7 bombing, and there have been a number of standards that
8 have been published since then, and they're edited and
9 modified and thrown out in the design community.

10 The concern I have is simple. What you appear to
11 have produced sounds like it has great value, and I can
12 appreciate our mental health in saying maybe it wants to be
13 enhanced in that particular realm and domain. I don't
14 comment on that. One of the things that will eventually
15 happen here as a result of the lightning rod and galvanic
16 action that always occurs as a result of a tragic event is
17 that a great number of people coalesce, create documents.
18 If I were right now to go out as a professional and attempt
19 to identify all of the different things I should take into
20 account in creating a new safe school, to design it and
21 operate it, I might start out with FEMA 428, which you know
22 is about that thick. I don't know how big your notebook
23 is, but I know it's not as thin as --

24 MS. BERGERON: Not as bad as that.

25 MR. DUCIBELLA: It's not as bad as that?

1 MS. BERGERON: No.

2 MR. DUCIBELLA: And I have a Safe School
3 Infrastructure Committee report. These are great efforts
4 created under great duress to raise the bar. I know Ron
5 Chivinski made mention of a concern about pushback. I
6 expect a lot of pushback. And I'm not going to quote Clark
7 Gable in a movie saying, "I don't give a damn." But, you
8 know, Columbine identified a process of law enforcement
9 response that was subsequently reevaluated, and a lot of
10 people had to change. They had to change a lot. And it's
11 been for the better. And I'm sure the governor created
12 this commission so that we could through interaction with
13 folks like yourself create new standards, new policies, new
14 procedures, and new expectations that will make people
15 reevaluate, get uncomfortable, and push back. And that's
16 how great stuff happens.

17 The concern I have is overwhelming the system --
18 and I'm certainly not implicating you in that -- in
19 creating a lot of documentation that's out there that then
20 school boards, construction committees, architects,
21 engineers, law enforcement, and emergency response look at
22 and say, "Here is the *Encyclopaedia Galactica Securitas*,"
23 and it's a shelf of stuff. So I think one of the things
24 this committee needs to do is understand what you've
25 produced.

1 Chairman, we need to look at what the Safe School
2 Infrastructure Committee produces.

3 We have to look at FEMA 428. And we need to as a
4 group, working together, not overwhelm our community with
5 so much documentation. If one were to put together a list
6 of everything that's out there -- and I know; I work in
7 that environment every day -- which one of these documents
8 predominates? Which one do I use? I don't expect an
9 answer from you. This is a pulpit for me. I apologize for
10 that. But I think one of the responsibilities we're going
11 to have is to look at what you've produced and make sure it
12 gets the attention and the legislative quality enforcement
13 that it deserves.

14 And I think one of the things that, Chair, this
15 commission is going to need to do is look at much of what's
16 out there and find a way to make it available to people so
17 it is rational and credible to understand it and to go
18 through a process of determining what's been published is
19 what I need to use. And this always happens. A lot of
20 people get together and create a lot of very, very good
21 documents, and then we have a lot of things on the shelf,
22 all of which covered various parts of design, response, and
23 recovery. But they're not orchestrated through a quality
24 process of librarianship that allows people to go in, data
25 mine it, and use it efficiently.

1 I don't really expect an answer from you on this.
2 If you have some insight about what your group of people
3 have done, what DHS does, Mila Kennett with her 428
4 document, and what the local individual communities either
5 create individually or through designs, how -- you have an
6 answer. You know where I'm going with this.

7 MS. BERGERON: Yes

8 MR. DUCIBELLA: I'm going to shut up and let you
9 talk.

10 MS. BERGERON: Well, before the deputy
11 commissioner talks, because I think he has something to say
12 about the DHS perspective, just to give you a sense of
13 where this document plays in or this packet, we provide it
14 in a PDF. We provide it in a Word form. And the reason we
15 do that is it's meant for communities to take it and cut
16 and paste what they need.

17 You know, I talked about there being some concern
18 about something new coming out, you know, as people who are
19 rational realize that it's yet another thing to look at and
20 try to figure out how to put into the mix with everything
21 else that they do. There has also been a tremendous
22 outpouring of support for the concept of there being some
23 sort of a plan template available. And so, you know, the
24 message we are continuing to get out to the communities are
25 or is this is a Word document. This is for you to take the

1 pieces that you don't have in your current plan and fit
2 them in. We are not imposing this on people. We are
3 providing the tool for them to use.

4 And so I think that's the approach we take in
5 Emergency Management to begin with. We are not -- we don't
6 mandate things so much as we work it into the culture of
7 whatever is taking place. The standards are mandated.
8 That's by legislation. But how you approach the standards
9 is going to vary depending on how your community addresses
10 the issues. And that's where -- you know, as the chief
11 mentioned, that's where our division comes in. We provide
12 the support we can to help make sure that the planning is
13 coordinated and integrated amongst communities and also to
14 provide some support for communities that may not have
15 anybody who really can devote much time to what's taking
16 place.

17 MR. DUCIBELLA: The sense that I have is that a
18 great deal of documentation is going to exist at the end of
19 calendar year 2013 or '14, and it's going to really improve
20 the opportunity for us to design, build and operate and
21 respond to school environments with a great deal more
22 maturity and fidelity.

23 I think at some point, Chair, what's going to
24 need to happen is that a process will need to be put in
25 place so that people can intelligently data mine those

1 resources, know which ones are applicable to them, and come
2 to a decision of confidence when they are done that because
3 they referred to this, this, and this and not that, they
4 were no longer in a position of exposure, either from a
5 standpoint of malfeasance in approach or liability because
6 they didn't do something.

7 I'm concerned on behalf of the commission and the
8 schools in Connecticut that somewhere there is an
9 opportunity to identify the major resources that are out
10 there and to understand under what conditions you use them.
11 Otherwise, you look, and there is this library of material,
12 and you're really not sure how much of it you are to use
13 and under what conditions and, if you don't use it, what
14 might you be missing. And that's more of an organizational
15 challenge of how to address information and informational
16 discovery than it is a comment about what you folks have
17 produced. You're part of a much larger library of resource
18 that's being created, and it sounds like what you've got is
19 very applicable, but we want to make sure that people
20 understand where to go, when to go, and how to use it,
21 along with everything else.

22 DEPUTY COMMISSIONER SHEA: Mr. Ducibella, if I
23 could just comment on your comments for a second, first of
24 all, there is no doubt we are not a paperless society,
25 number one. As much as the effort goes in there and we do

1 a lot of electronic communication, there is no doubt that
2 there is a lot of pieces and parts with that.

3 With regard to information and communication,
4 that's probably one of the most difficult tasks for any
5 part of government, and it doesn't matter whether you're at
6 the federal level, the state level, the local level, the
7 municipal/borough level. It's a tough task that's there.

8 The School Security Infrastructure Committee put
9 together construction standards. Those are standards for
10 new construction or for build-like-new construction. And
11 the tasks that we had with this working group was
12 developing school security and safety plan standards,
13 really to complement each other, and we're not trying to
14 make the book on the desk go from 3 inches to 10 inches,
15 but we're trying to complement each other. And there is a
16 lot of communication that went back and forth between the
17 two committees, and there were multiple members that sat on
18 both. So there was that interaction that went there. So
19 in looking at it, the infrastructure committee put together
20 what you need to do in order to meet the requirements for
21 building grants.

22 And then I think you mentioned a little bit
23 earlier that that's about building the school, for the
24 architects and the construction folks and that kind of
25 thing. This takes it to the next step. This is the

1 execution piece so that when your school is in place, how
2 is the school leadership leading that school, how are the
3 teachers reacting, and the interface that goes on with the
4 local community. And that's really what it's about. It's
5 about the communication and information. It is in no way
6 intended to make it more information, more requirements out
7 there, but to streamline it and make it a little easier.
8 And, as Brenda mentioned, it's a Microsoft document. It's
9 so that you can cut and paste and make it maneuverable for
10 you in the locality.

11 The last piece I do want to mention, you
12 mentioned Mila Kennett from the Directorate of Science &
13 Technology at DHS. I had the opportunity earlier this week
14 to meet with her down in Washington, supporting some of the
15 continued efforts that DHS is doing with the integrated
16 rapid visual screening, the IRVS, which right now is used
17 for federal buildings, and they are continuing to move
18 forward to use that as a tool that will be available in the
19 future for schools, and it's an initiative that in the long
20 run will make it easier for identifying risks as well as
21 how those risks are mitigated at the local level.

22 MR. DUCIBELLA: I want to thank you for that
23 clarification, because it takes some of the fog away from
24 this one document overlapping with the other, and the
25 answer is it was purposely created not to. There is team

1 integration between the Safe School Infrastructure
2 Committee and DEMHS in creating this operations document,
3 and it makes an awful lot of sense to have something that
4 physically -- it informs the physical infrastructure of
5 what makes a safe school, and then there is something else.
6 It tells you now that you have that tactical ability, how
7 do you respond and operate it. And it sounds like it was
8 created with that in mind. Is that correct?

9 DEPUTY COMMISSIONER SHEA: That is correct.

10 MR. DUCIBELLA: Thank you very much for that
11 clarification.

12 DR. BENTMAN: Another overlap area, and that has
13 to do with the fact that one of the things that helps
14 schools remain safe is the culture of the school. And we
15 had -- there are a number of programs out there that have
16 been recommended by some of the federal experts around
17 creating a culture of, really, caring and communication,
18 and I wondered whether any of that is included in this
19 document.

20 MS. BERGERON: The document doesn't have
21 specifics about how to address that. I think that's sort
22 of left to the experts in that. But it does provide a
23 checklist about, you know, do you have a code of conduct,
24 you know, basically what's in it, that kind of thing. So
25 it addresses -- it outlines the issues you should be

1 thinking about but sort of leaves it to the experts in the
2 school district, what they want to use.

3 CHAIRMAN JACKSON: Thank you. Thank you very
4 much for your time.

5 And to the commission, I will get these out to
6 you within the hour. Thank you very much.

7 We'd like to move on to open discussion. I'd ask
8 Attorney Klau to join us at the table here so that he can
9 give us an update on a couple of things, including the
10 project of trying to organize and index the state police
11 report.

12 MR. KLAU: Thank you, Mr. Chairman. I'm pleased
13 to advise the members of the commission on our efforts to
14 make the state police report a bit more manageable for
15 everyone here. We are OCR'ing the entire 6,700-page report
16 and putting it into a database which will be searchable. I
17 hope to have that project completed by the end of next
18 week. And then we will make arrangements for individual
19 members of the commission to have access -- this is a
20 database that our firm has -- provide individual members
21 with access so they can do searches. That's one step.

22 We are also in the process of indexing. This is
23 an entirely manual effort, and as you can imagine with
24 6,700 documents and other electronic files, this is going
25 to be a more time-consuming task. And, unfortunately, as I

1 sit here right now, I can't give you a meaningful estimate
2 of when that project will be completed. Rest assured we
3 understand the urgency of it. I just don't think I can
4 give a meaningful answer to when a sort of table of
5 contents or a written index will be available to everybody.
6 But I hope that the searchable component will be done by
7 next week and available to members of the commission.

8 CHAIRMAN JACKSON: Thank you. That's extremely
9 helpful. I think all of us have gone into the document
10 packages, and we're just never quite sure if we've missed
11 something or if we've gotten to the thing that matters most
12 to us. Dr. Schwartz.

13 DR. SCHWARTZ: A couple of things. You used the
14 term you're OCR'ing it. What does that mean?

15 MR. KLAU: OCR is optical character recognition.
16 So there is software available to take documents, like the
17 PDF documents that were part of the state police data
18 dump -- and I don't mean that necessarily as a pejorative
19 term -- and run them through software so that instead of
20 having just a graphic document that has words that you and
21 I can understand, the computer can then understand them.
22 So in essence it translates it into a document that can be
23 read by the computer. And then you can just do a
24 traditional Boolean search like everybody does on the
25 Internet. You go into a search engine, and you say "Find,"

1 and you put in a key word or two key words that are within
2 a certain number of words of each other. And that is one
3 way that we think we can make better use of this document.

4 So let's say, for example, there is a particular
5 physician, mental health professional, who we understand
6 Adam Lanza met with. You can instantly through the search
7 technique find all documents that have that person's name.
8 Or if there is some other key term that you think is
9 important and you want to find all documents that have that
10 key term, this process that we're going through would allow
11 you to find the documents that have those terms.

12 DR. SCHWARTZ: So we can use terms such as
13 "mental health report" or "psychiatric evaluation" and the
14 search process would be able to pull that out?

15 MR. KLAU: Exactly. That's exactly right.

16 DR. SCHWARTZ: Thank you. That's very helpful.
17 And the indexing process that you're going through, you're
18 actually -- you're opening up, I assume, every file and
19 giving it a title that would help you to index it? Or how
20 is that going to work?

21 MR. KLAU: That's exactly how it's going to work,
22 and that's why I say it's a time- and labor-intensive
23 process, because I'm sure everybody on this commission has
24 done what I did and what many members of the public did.
25 They went to the state police Web site, and you have

1 hundreds and hundreds of PDF files. You open up each file,
2 and then you have to index each file, characterize it in
3 some way: date, author, recipient, general subject matter
4 of the document. And there is no way to do that except by
5 having a human being looking at each document.

6 DR. SCHWARTZ: I don't know if it's really a
7 subject matter for this commission or not, but I just have
8 to say I think that could have been done prior to the
9 release of not what I would call a report but rather a
10 compendium of all of these documents.

11 MR. KLAU: I'll just nod my head at that.

12 MR. DUCIBELLA: I would say that, you know, I
13 passed out two sheets of paper this morning. It took me
14 the better part of seven hours to find one diagram. So the
15 notion that we can take those reports and reference them
16 through some key word, some key reference source, is
17 really, really helpful, because going through that and
18 looking for what your particular area of subject-matter
19 expertise is without that sort of search engine, it's a bit
20 of patience.

21 MR. KLAU: If I may, I do not know as I sit here
22 whether the state police created their own compendium or
23 index. I just don't know. And I would certainly be
24 willing to see if something like that exists and if it's
25 something that we could get access to. But I don't know if

1 it was done or not.

2 CHAIRMAN JACKSON: As you know, there was a
3 change in leadership at the Connecticut State Police. It's
4 actually my hope that they may be here at one of our next
5 two sessions.

6 DR. BENTMAN: I guess this is a comment to all of
7 us. So for those of us who do read the documents and can
8 apply some title to it or areas that the document connects
9 in terms of the sorts of areas that we've talked with, if
10 there is some means of us sharing that with one another,
11 that would really be useful.

12 CHAIRMAN JACKSON: In point of fact, that's the
13 way that some news outlets have done it. They've simply
14 parsed out the document and said, "You do this," "You do
15 that," "You do the other." From the news perspective,
16 though, that's difficult because what's a story to one
17 person may not be a story to another person. But we're not
18 really in that -- I don't think we exist in that
19 environment. So we should develop that a little bit more.
20 Dr. Schwartz.

21 DR. SCHWARTZ: I can say that I -- I mean, I've
22 spent many, many, many hours and opened, I think, probably
23 thousands of files to scan them quickly to see if there was
24 subject within them that is, I think, germane. The process
25 has been extraordinarily frustrating. And I do hope that

1 we will have the state police here to discuss a variety of
2 things. But I'm just wondering, given that we're working
3 on such a tough time deadline here, if it's possible in
4 advance -- I mean, if it will take two weeks for them to be
5 here, those are two weeks that we could use, and I'd like
6 to be using them, if I could.

7 Is it possible for us to inquire now if there is
8 such an index or a table of contents or a system for
9 accessing these files that the state police does have that
10 they could share with us? I have to say it's probably
11 obvious, if there isn't, I don't understand how the state
12 police themselves could be using these documents. I mean,
13 they're not in chronological order. They're not in
14 subject-matter order. They're in not thematic order.
15 They're little bunching here and there where they do -- all
16 of a sudden you think that you've come upon the theme and
17 if you just open up the next 25, 30, or 40 files you'll
18 touch on everything that's of interest to you on a
19 particular subject, but then you may find something a
20 thousand files down the road that actually looks like it
21 should have been, you know, in that collection, but it's
22 not.

23 So I don't understand how the way these documents
24 were put together are usable by anyone. I can't imagine --
25 you know, we had a preliminary report by the state's

1 attorney, Mr. Sedensky. I can't imagine how he could have
2 produced that report from the document collection,
3 restraining myself to not use the word "dump." It's used
4 by others, you know, in the media. It just certainly felt
5 like that. I don't understand how anyone could have used
6 it. And it seems to me that anyone writing a preliminary
7 report that required synthesizing information that was in
8 this huge collection had to be working with some other
9 guide to this information, and I'm just wondering why we
10 don't have that now. Given that, well, obviously, we don't
11 have it now, why we can't take action to get it as soon as
12 possible.

13 CHAIRMAN JACKSON: I will make another request
14 from the governor's office to see if they can dig into that
15 more.

16 Thank you, Attorney. Is there anything else you
17 wanted to let us know about?

18 MR. KLAU: No, there is not. Thank you,
19 Mr. Chairman.

20 CHAIRMAN JACKSON: All right. Thank you. A
21 couple of outstanding items. Ms. Flaherty requested a list
22 of reports or likely reports. I've kind of expanded that
23 field to a list of task forces or other organizations or
24 entities established in this series of legislation or on an
25 ad hoc basis, which is turning into a fairly sizable

1 project. But one of the things I think that we need to do
2 is we need to take all the good work that other folks are
3 doing and try to create an umbrella around it, an umbrella
4 that makes sense in a way that these 7,000 pages don't make
5 sense, because ultimately we may be connecting to 14,000 or
6 15,000 pages. So it's got to be well ordered and digitized
7 in a way that makes sense for the other folks trying to
8 track through in their areas of expertise and they can get
9 to what they need very quickly, but it also has to be
10 accessible to the everyday user. So, you know, a narrative
11 component and drilling down into greater and greater levels
12 of detail, I think.

13 I also wanted to report I've had some very
14 positive and fruitful conversations with the representative
15 for the surviving Lanza family. So we're kind of drilling
16 down into the ways in which they feel that they can be
17 helpful to us in filling in this picture of Adam Lanza.
18 So, hopefully, over the next couple of days we'll be able
19 to embark on that piece of it so we can have a greater
20 picture of the young man who went off track so badly.

21 Is there anything else that anyone has for
22 general discussion? Dr. Schwartz.

23 DR. SCHWARTZ: I'm just wondering if those
24 discussions include original health or mental health
25 records.

1 CHAIRMAN JACKSON: They do. I've identified that
2 is a specific area where the experts on this panel really
3 need access to the documents. From the documents they can
4 then track back what went well and where there were gaps.
5 But they need the primary documents. I've made that clear.

6 DR. BENTMAN: Two things, one related to what you
7 just said and another question. To the former, I think
8 that -- how should I say? -- school documents and other
9 productions that he created, since he mostly spent his --
10 he was mostly a child during his lifetime, you know,
11 artwork and other sorts of written productions that might
12 be available and, you know, school records, PPTs, that kind
13 of stuff. So I wouldn't just limit it to what we think
14 about in the adult world but also in the child world.

15 New topic: Just let me know when you want to
16 talk about the logistics, logistical and organizational
17 issues that pertain to this commission, because I have some
18 requests. So let me know when it's -- what the timing of
19 that is in our discussion today.

20 CHAIRMAN JACKSON: That's fine now.

21 DR. BENTMAN: So as I understand it, unless the
22 snow keeps us from meeting, we're meeting every Friday.

23 CHAIRMAN JACKSON: That is correct, either as a
24 testimony day like this or as a writing and narrative.

25 DR. BENTMAN: Okay. The second question is we're

1 always starting at 10. Do we have a conclusion time, or is
2 that more open, depending on what the topic area is?

3 CHAIRMAN JACKSON: It's more open. The panel
4 that Dr. Schwartz is working on now, I think the tentative
5 end time was 2:15.

6 DR. SCHWARTZ: We might extend that to 2:30
7 or 2:45. We're talking about next Friday?

8 CHAIRMAN JACKSON: Yes. But it's really
9 dependent on --

10 DR. SCHWARTZ: The last session -- I think for
11 next week we're planning on needing a lunch hour and then
12 starting again at one o'clock for a session that might go
13 until 2:30 or perhaps -- maybe we should say 3, just to be
14 safe.

15 CHAIRMAN JACKSON: Okay.

16 DR. BENTMAN: So even just knowing that there
17 isn't an end time, that it could be later, could be one
18 o'clock, even the vague -- the clarity around the vagueness
19 is very helpful.

20 The third question is is it possible to know
21 about what the topic area is for each of our meeting days
22 at least a week in advance or even a day in advance? For
23 those of us who have schedules that sometimes can be more
24 or less flexible, the topic really matters.

25 CHAIRMAN JACKSON: The topic for the 17th is

1 access to care for those with developmental disabilities.
2 The topic -- the thematic topic for the 24th is around the
3 theme of recovery and how do you manage recovery
4 effectively in a school environment.

5 DR. BENTMAN: Thanks.

6 CHAIRMAN JACKSON: Anything else? All right.
7 Well, I want to thank you all for coming out in the snow.
8 Enjoy your day. Thank you. We are adjourned.

9 (The meeting adjourned at 12:24 p.m.)

10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25

1 STATE OF CONNECTICUT :
2 COUNTY OF HARTFORD : SS
3

4 I, Susan K. Whitt, RPR, LSR, do hereby certify
5 that the foregoing 88 pages are a complete and accurate
6 transcription, to the best of my ability, of the
7 January 10, 2014 Sandy Hook Advisory Commission meeting.
8

9
10 Transcription completed February 24th, 2014.

11
12
13 _____
14 Susan K. Whitt, RPR, LSR
15 Licensed Shorthand Reporter No. 1
16 Notary Public - Court Reporter
17 My commission expires 6/30/2015.
18
19
20
21
22
23
24
25