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OFFICE OF HOMELAND SECURITY AND PREPAREDNESS

NJOHSP Podcast *Intelligence. Unclassified.* Chief Burguan Transcript

Rosemary Martorana, Director of Intelligence, New Jersey Office of Homeland Security and Preparedness: Hello. I am Rosemary Martorana, Director of Intelligence here at the New Jersey Office of Homeland Security and Preparedness (NJOHSP) and you are listening to *Intelligence. Unclassified.* This podcast is exactly what the title states: unclassified information about current trends in homeland security for the state of New Jersey, as well as educational information and resources for your awareness. Although it is produced every month, we aim to stay on top of current events and will often offer additional content. If this is your first time listening, then thanks for coming! Please feel free to add this podcast to your RSS feed or iTunes. You can also follow NJOHSP on Twitter @NJOHSP and Facebook. All links can be found in the show notes and on our website www.njohsp.gov.

Rosemary Martorana, Director of Intelligence, New Jersey Office of Homeland Security and Preparedness: Hi. This is Rosemary Martorana, Director of Intelligence here at the New Jersey Office of Homeland Security and Preparedness. On March 18th, our office celebrated its 10th Anniversary Conference, where over 600 of our public and private sector partners joined us to engage in valuable dialogue surrounding counterterrorism, resiliency, and cybersecurity issues. The day's events included insightful presentations from a wide array of experts, who then graciously sat down with our podcast to delve deeper into some of their topics. Over the next several weeks, we will be hearing from the likes of:

- Clint Watts, a Robert A. Fox Fellow for the Program on the Middle East and Senior Fellow for the Program on National Security at the Foreign Policy Research Institute
- Lauren Steinberg, a Terrorism Analyst for the Anti-Defamation League's Center on Extremism
- Ehsan Zaffar, a Senior Civil Rights and Civil Liberties Official at the United States Department of Homeland Security,
- Del Del Vecchio-Scully, a counselor and trauma specialist serving the Sandy Hook/Newtown community, and
- Police Chief Jarrod Burguan of San Bernardino

Jenna Raymond, Intelligence Analyst, New Jersey Office of Homeland Security and Preparedness: This is Jenna Raymond, I am an intelligence analyst at the New Jersey Office of Homeland Security and Preparedness. Today, I am joined by Chief Burguan from the San Bernardino Police Department. Chief Burguan was 21 when he joined the Department in 1992. At that time, it was the height of the crack epidemic, when gunfire echoed around the city and the homicide rate was double what it is today. He initially worked the night shift and went to school, eventually earning an Associate's degree from San Bernardino Valley College, a Bachelor's degree in business, and then finally a Master's degree in management from the

University of Redlands. Seven years after being promoted to sergeant, Chief Burguan was tasked with leading the patrol and traffic divisions, which he did successfully before being promoted to lieutenant in January 2009. As a lieutenant, he was a watch commander for patrol, district commander, and the detective bureau commander, before his promotion to captain. Chief Burguan was promoted to Assistant Chief in 2013 and was responsible for the department's day-to-day operations, internal affairs, crime analysis, and finance. He is most notably known for his actions in facilitating the response to the terrorist attack in San Bernardino on December 2, 2015.

Chief Burguan, thank you so much for joining us today. If it is okay, I would like to just jump right into some questions. Before the attack on December 2nd, what kind of training and education did your department do regarding active shooter incidents?

Chief Jarrod Burguan, Police San Bernardino Police Department: I think, as we all know, after Columbine in the late 1990s the active shooter response protocol in our industry changed dramatically. Our department has gone through most, if not all, of the traditional active shooter training in the sense that everybody has been through this, they have been through this training multiple times. The mindset that has been drilled into our folks is you do not sit outside, surround and contain. You go in and you go to work right away and you go in with the resources that you have. This incident initially was believed to be an active shooter incident and it was believed that the suspects were still inside. I think one of the impressive things is even though we now know that the suspects had left before the officers did get there, they went in with the mindset that the suspects were there and they responded exactly in the way that they were trained. It reiterated the importance of training.

Raymond: And I remember thinking that your officers did respond exactly the way you are supposed to respond in a situation like that. But how do you think the community responded, because obviously there is a lot of chaos when something like that is happening?

Burguan: The community—I think you have to remember San Bernardino, to start with—is a bit of a blue collar town. It is a little bit of a rough town. And I think because of that, it is already a pretty resilient community. You are talking about a city that is normally among the poorest communities in the country, certainly among the poorest in California, that struggles with a lot of socioeconomic issues that plague certain inner city areas. And the folks that are there are survivors. In addition to that, it is a city that is endured bankruptcy and the residents themselves live in the midst of that and of course all of the employees that work for the city and work in the region deal with the economic impact of that as well. This incident, although pretty shocking and on a scale that the folks have never dealt with before, I think the community as a whole has done exceptionally well in coming together and recovering from it.

Raymond: It sounds pretty resilient. What do you think is the most important lesson you learned from this incident?

Burguan: Well, I think that there are a couple. There is kind of that overarching lesson that training works. People really, truly do respond to training and when you do active shooter training. A lot of cops go through that and they think, "Why am I doing this, this is never going to happen, these are such rare events." But we did train, and we trained pretty regularly on it for a lot of years and guys responded to their training. It taught us a few more lessons about what we need to train for, and it taught us some lessons about some equipment gaps and shortages that we

may have had. It taught us some internal lessons about managing a workforce from a psychological standpoint in how you help your workforce recover. And then I think, maybe most importantly, is that it is a lesson that if it can happen in San Bernardino it can happen anywhere. There is nothing necessarily unique about San Bernardino. It is not a New York City, it is not an LA, it is not a high value target per se. This particular incident was a soft target location and you cannot provide protection for all those types of places. I think that it is important to realize that this thing was ultimately labeled a terrorist event and if it can happen in San Bernardino, it can happen anywhere.

Raymond: Tactically speaking, what advice would you give to law enforcement officers in other districts and states?

Burguan: Train and be prepared. We all have our policies in terms of what you can carry, what you cannot carry and we know that there is a debate over militarization and we are as sensitive to that as anybody. When our officers ultimately tracked these guys down and the gun battle ensued that ended this thing, this was a rifle gun battle. The firepower that the suspects had really put the officers in a position that unless they had equal firepower in the form of a rifle, they were not going to be terribly effective. The need to enhance body armor and carry the protection with you in your car is important. Like I said, I cannot underscore training enough.

Raymond: Is the police department involved now in any active shooter training programs for your public sector partners and private sector partners?

Burguan: Our tactical team has offered active shooter training for corporations and other government entities in the city for quite some time. They follow the model of the "Run Hide Fight" that was, I think, created by an LA County Sheriff several years ago. And they have talked and, in fact, they have even done a training course at the Inland Regional Center prior to this incident with the employee base. Not necessarily with the group that was targeted, the county employees that were renting space at the facility, but the employees of the Inland Regional Center had gone through this training at one time or another. Our SWAT team has done that for quite some time. They continue to offer that training. Obviously as a result of this incident, they are in demand a little bit as well to talk about the experience and talk about what an active shooter really is.

Raymond: Are there any technological modifications you are trying to make, or that you are planning to take since this incident occurred?

Burguan: I would say yes. There is the notion of a real-time crime center for the importance of analysis work that is done on these things. We are starting to lay the foundation, it really actually preceded this event, of trying to establish a real-time crime center in the city. Just in the sense of having that analyst that is there in the dispatch center, or connected to the dispatch center, feeding information to the folks in the field to help them be more effective. It is a model that is becoming a little more prevalent in our industry and it is becoming a little more popular. We do not actually have it right now, but I can tell you in this particular incident it was, for all intents and purposes, a real-time crime center that got set up in a rudimentary fashion in the background with civilian analyst folks going to work and connected a lot of the critical links. I think it underscores the importance of and the value of that type of program.

Raymond: In the aftermath of this incident, I felt like I saw you on TV a lot and you were really managing a lot of different types of responses. How did you manage the response to victims and families after the incident?

Burguan: In our county, we have the County District Attorney's Office, which has victim witness advocate folks. And these victim witness folks paired up with a group called the counseling team that provides psychological services to first responders in the region and in the industry. They paired up to provide assistance to the victims in this case. In addition to that, the FBI had brought in their former victim advocate folks. The FBI follows a model that came from NPSB in terms of managing mass casualty type events. The types of things that they do are everything from services connecting people with a one-stop shop to get things done, whether in this case there were workers comp issues, or medical issues, or getting property back to people. So, they would set up a one-stop shop. They set up visits to the location for the families and for the victims as part of the healing process. They brought in their healing dogs that are incredibly popular in these types of things. A very, very impressive show, but I think it is also important to note that when victims and their families go through these things they are people that are experiencing a wide range of emotions. About 75-80% of the people are going to be incredibly supportive of what you are doing and appreciative of what you are doing to try to reach out and to try to make this as least painful as it has to be. But you also have some people that are angry and you just have to understand that. You have to manage your way through that and be sensitive to why that anger exists and still do what you can to help those folks as well.

Raymond: How did you manage dealing with the media during this incident because obviously people really want information? But, for you at least, it is an ongoing incident so you do not want to release everything all the time.

Burguan: From a philosophical standpoint, we try to be pretty transparent with the media, just in our day-to-day business. We try to be transparent with day-to-day crimes that we deal with and we have a pretty good relationship with our local reporters. There are our local papers that cover the Inland Empire, the Inland Empire is a section just to the east of the greater LA area. We have our local reporters there, then we have our pull reporters out of LA that cover the Inland Empire, we have good relationships with those folks. The transparency is kind of there, period. In this case we managed it from a large-scale standpoint of all of our PIO folks in the background that were watching what was trending, they were watching social media, they were watching what the regular traditional media was saying. We were trying to follow up on questions that they had during press conferences that we could not answer so that we could at least go out there and provide answers on the next press conference. And they were also monitoring, in this case, what was the white house saying and what was coming out of Washington because of these terrorism links that were being made early on. There was a lot of backroom work that was going on that kind of dictated the course of how the press conferences themselves went. There have been a lot of people that have been complimentary of the way that this was handled publically. I think one person said it very, very well at a meeting I was at recently. A gentleman came up and was talking about it and thanked us for the way that that response went. And he said something that was really key. He said, "You know, people are scared when these things happen, and what really accentuates that fear or makes it worse is the lack of knowledge." In other words, the lack of knowledge equals fear. In this case, because we made such an effort to put things out and put information out, we gave people the confidence that we were telling them what we knew, that we were believable, that we had credibility, and that went a long way towards alleviating the fear

that people had. I am also sensitive to the fact that we were fortunate that the unknown in this case—these suspects who were floating around after committing this act—was only about a four-hour window from the time that the actual crime happened to the time that the suspects were killed in that gun battle. For four hours, people were terrified. And after that happened, in conjunction with the way that we were putting information out, I think it alleviated a lot of concerns that existed.

Raymond: It really sounds like, in addition to your officers being well trained, you had already developed so many relationships with partners you would have to work with that it was so easy for you to come together and handle this situation.

Burguan: In our county, we do not have any massive cities as in LA where LAPD is 8-10,000 officers. They are a massive agency that kind of dominate that region in many ways. In our particular region, we are an hour east of LA, we are comprised of a lot of individual departments. Then in our county itself, all the police chiefs and the sheriff really have a good relationship. We meet every single month, we talk about issues, we all know one another and when it comes to these moments where we have all got to work together, those relationships already exist. We are fortunate enough that in our area those relationships are good. In this case, I did not know Dave Bowdich, the Assistant Director in Charge (ADIC) of LA with the FBI. I know him pretty well now, obviously. But with this incident, David already knew the sheriff, so they had a little bit of a relationship, and then we kind of got to know each other on the fly. But even that I credit Dave for how well these relationships went because of the way that he approached it. We knew fairly early on that this was probably going to go the direction of being a federal investigation eventually. But it was ours at the time, and until we made those solid connections that it really was a terrorist-inspired event where the FBI would take it over, it was going to continue to be ours. Even knowing that and even knowing in the beginning that it was likely to go that direction, the FBI was a great partner in this process and made it very clear that they were there to provide assistance and support, and help in any way that they could and be a partner at the table. Even after we crossed that line and it became a federal investigation and it was theirs officially, they insisted that we continue to be a part of that process and we continued to have officers embedded with their teams doing follow-ups and offsetting some of the manpower concerns and it just worked out exceptionally well.

Raymond: Just to wrap up, if you could just take a minute or so, what is your overall assessment of that day's events?

Burguan: In many ways I would say it is a blur. Obviously when you are in the middle of it, you do not appreciate how it was being perceived to everybody that was watching on TV from home or listening to a radio or reading about it in the paper the following days. It is hard to have that appreciation when you are in the middle of it. Things are going very, very quickly. I think that, I was telling some folks at this conference earlier, it is a little strange when people make reference to the size and scope of this in comparison to 9/11 because they are so dramatically different. But technically it is the biggest attack inspired by foreign terrorist activity on our soil since then. It is a little strange to be a part of that type of investigation. It is a little surreal to be part of this national debate now on encryption, and the government's battle with Apple and all of the fallout that will probably ultimately take place because of this investigation. Changes in the industry, reiterating that the lessons learned and the training that we have put into place and the way that

our industry learns is beneficial, this is a perfect example of that. It has been a very interesting ride.

Raymond: Chief Burguan, thank you so much for being with us today. You are obviously a huge asset in the response to the attacks in San Bernardino. Thank so much for talking with us.