



Kitsap County

Criminal Mass Casualty Incident (CMCI) Procedure

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Criminal Mass Casualty Incident Procedure

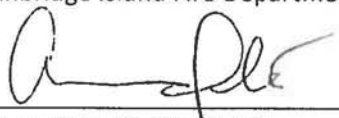
The following 'Kitsap County Criminal Mass Casualty Incident Procedure' establishes the minimum agreed upon standard by which all agencies will conduct their operations. This standardization is critical for the efficient delivery of emergency services and responder safety. These procedures are adopted as the standard for Criminal Mass Casualty Incidents by the following agencies;



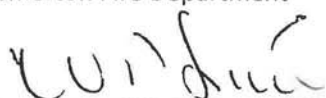
Scott Weninger, Fire Chief
Central Kitsap Fire and Rescue



Hank Teran, Fire Chief
Bainbridge Island Fire Department



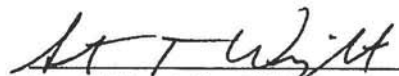
Allison Duke III, Fire Chief
Bremerton Fire Department



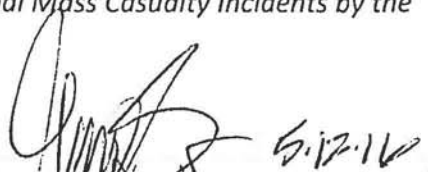
William D. Smith, Fire Chief
North Kitsap Fire and Rescue



Jeff Griffin, Fire Chief
Poulsbo Fire Department



Steve Wright, Fire Chief
South Kitsap Fire and Rescue

 5.12.16

Gary Simpson, Sherriff
Kitsap County Sherriff's Office



Steven Strachan, Police Chief
Bremerton Police Department



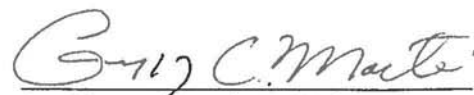
Samuel White, Police Chief
Port Gamble Police Department



Sean Delaney, Interim Police Chief
Poulsbo Police Department



Matthew Hamner, Police Chief
Bainbridge Island Police Department



Geoffrey Marti, Police Chief
Port Orchard Police Department



Mike Lasnier, Police Chief
Suquamish Police Department

Kitsap County Law Enforcement and Fire Service

Unified Operations Guideline

Response to Criminal Mass Casualty Incidents

Overview

Due to the magnitude of a Criminal Mass Casualty Incident (CMCI), it is important that Law Enforcement (LE) and Fire understand each other's roles and responsibilities to mitigate confusion and provide a cohesive unified response. The overall objective for both LE and Fire is to save lives. LE achieves this by utilizing rapid response tactics to mitigate the threat posed by the assailant(s) and then establishing a Casualty Collection Point (CCP), allowing Fire personnel to administer lifesaving aid to further mitigate the loss of life. The purpose behind this methodology is simple: Allow both LE and Fire to respond in a fashion that they have been trained for. Essentially, this keeps both LE and Fire in their respective areas of expertise, providing a "quick connect" for both entities at the CCP. Ultimately, this will provide for effective, efficient operations during a CMCI.

The intent of this Joint Operations Protocol is to provide a framework that increases functionality and interoperability between LE and Fire and reduces confusion when responding to a CMCI. This document is not intended to act as detailed policy, but rather an operational guideline on how LE and Fire should respond to such an incident. It is important to emphasize that the dynamic nature of these events requires flexibility in the management of allocated resources and adaptability in mission execution based upon the size, scope, and intensity of the incident.

UNIFIED DEFINITIONS

Active Shooter – One or more subjects who participate in a random or systematic shooting spree, demonstrating their intent to continuously harm others. The overriding objective of an active shooter appears to be mass murder. The situation is not contained and the subject is actively engaging in violence.

Barricaded Subject – Isolated subject(s) who comes into conflict with LE, poses a danger to themselves or others, and is confined to a relatively fixed location.

Clear Area – LE has done a detailed search of this area and deemed it to be “All Clear” of threats. This area would be considered a cold zone.

Criminal Mass Casualty Incident (CMCI) – Indicates that this incident has been caused by criminal activity, e.g., active shooter, bombing, or terrorist activity.

Contact Team – This is the first team of LE personnel to enter the hot zone. Their immediate goal is to enter the location, locate the suspect(s), and address any imminent danger.

EMS – Emergency Medical Services (in the context of this document). This acronym references all non-Fire based medical transporting units or entities.

Escort – One or more LE officers that will escort a rescue/evacuation team from the cold zone to the entry point of the warm zone. At that point, they will meet up and be assigned to a protective force.

Evacuation Team – This is a team of two or more personnel that enters into an area with the objective to initiate a safe and orderly evacuation. The evacuation team escorts people from the area but does not carry wounded victims. This element is generally comprised entirely of LE personnel, but Fire with an LE Protective Force or Fire within a safety corridor may be applied by Unified Command.

Initial LE Contact – Action taken by LE personnel that are present when an active shooter incident begins. Circumstances may exist that prevent the initial responding officer from waiting for additional units to arrive. There is no "designated" number of officers to arrive before confronting the shooter, but should be determined by the nature of the threat and the training, experience, and equipment available to the officer(s) on the scene.

Mass Casualty Incident (MCI) – Incidents involving multiple patients, to the point where it overwhelms the local agency's initial resource deployments. An MCI must be declared to distinguish from a routine event.

Protective Force – A team of LE officers that will use a specific tactical formation to lead a rescue team into a warm zone to extract victims. Once the group (protective force and rescue team) enters the warm zone, at no time will the protective force leave the rescue team.

Rescue Team – A team of Fire/EMS personnel that is escorted by LE into the warm zone to extract patients and save lives.

Safety Corridor – An established avenue or path of travel that is secured by LE personnel inside the warm zone that Fire and EMS personnel can travel without a

protective force. These are secured by LE in a static flanking position, by geography or building construction.

Search Team - LE personnel designated by the incident commander to conduct a methodical and thorough search of the objective.

Secure Area - LE has done a quick search of the area and deemed it secure but not clear of active shooters, barricaded subjects or assailants. Though the suspect could re-enter this area, it is considered a warm zone.

Violent Incident (Assault in Progress) – One or more subjects who participate in an active ongoing attack. This type of incident is similar to an active shooter, but the suspect is armed with something other than a firearm. Examples could include a knife, club, or machete-type of a weapon.

Incident Priorities

The LE and Fire, shared Criminal Mass Causality Incident (CMCI) priorities are **Life Safety and Incident Stabilization**. Due to the magnitude of a CMCI, it is important that LE and Fire agencies understand each other's roles and responsibilities to mitigate confusion and provide a cohesive unified response.

Primary LE and Fire Objectives:

- **LE**; will utilize tactics to mitigate the threat posed by the assailant(s) to stabilize/contain the incident and establish Casualty Collection Point(s) (CCP(s)).
- **FIRE**; upon the threat being neutralized or contained in an area, will assist in retrieval of victims from CCP(s) with an LE Protective Force or through an established Safety Corridor.

Risk Management

The Incident Command System (ICS) shall be established at the scene, beginning with the arrival of the first responding agency. The incident commander must conduct an initial risk assessment to consider the risk to responders in order to determine the strategies and tactics that will be employed. Risk vs. Benefit decision-making should be value-driven – value is based on the realistic ability to save savable lives.

Prior to deploying resources, threat zones must be identified:

- Hot Zone: Areas where there is a known hazard or life threat that is direct and immediate. An example of this would be any uncontrolled area where the active shooter could directly engage responders. Fire/EMS teams will not be deployed into a Hot Zone.
- Warm Zone (also known as the area of indirect threat): Areas where LE has either secured or isolated the threat and there is minimal or mitigated risk. This area can be considered secure but not clear. This is where Fire/EMS can be deployed, with Protective Force or through a Safety Corridor to triage, begin initial treatment or remove victims.
- Cold Zone: Areas where there is little or no known threat, either by geography to the threat or after the area has been cleared by LE. An area where LE, Fire and EMS can stage to triage, treat, and transport victims once removed from the warm zone.

Command

Command shall be established by LE as soon as possible to manage the incident. Command may be established by the first arriving Fire Commander if LE is engaged in emergency tactical operations or not on scene. LE and Fire **must** establish a Unified Command (UC) if Fire is going to be part of the common Incident Action Plan (IAP).

The LE agency having jurisdiction will be defined as the lead agency. A UC with Police and Fire will be established to ensure that a common IAP is developed, which includes providing for the safety of all first responders.

A Command Post (name and location) shall be identified and all Unified Command representatives shall meet face to face in order to provide a joint IAP. The coordination of a UC enhances integration efficiency for LE and Fire agencies. A proactive command presence will dictate the tempo of response, success of victim survivability, and safety of all responders.

- Once a command post has been established, CENCOM shall advise both LE and Fire agencies of its location and who has established it. This will provide a physical link-up location.
- Due to the large response to a Criminal Mass Casualty Incident, radio communications need to be conducted so that radio traffic does not negatively impact the combined and independent operations of a combined LE and Fire response.

Command Status

Declaring the Command Status describes certain factors related to how the function of command is being filled. Command Status terms are used to describe the level of dedication to the command function. During the course of ALL multi-agency incidents, the status of Command will be in one of the following modes:

Establish Command - Command that has been “Established” means there is an Incident Commander managing strategies, resources, and risk from an initial Command Post location.

Assume Command - Command responsibility that has been “Established” can later be “Assumed” by another Fire/LE Officer. Assuming Command allows for the transfer of command from one officer to another in either direction. This can be done to transfer command to a higher ranking officer, lead agency or Unified Command.

Terminate Command - “Terminating Command” means Command Responsibility is no longer necessary. Generally, “Command Terminated” means the incident (case) has been closed; in all cases, “Command Terminated” means the management of strategy, resources, and risk is no longer necessary.

Communications Plan

The CMCI communication plan will use the NIMS Communications and Information Management framework. Due to the critical nature of initial LE radio communications, the following predetermined guidelines will be used until Unified Command establishes the incident communication plan.

Responding LE will use the tactical channel assigned to the agency where the incident initially starts. All responding LE will switch to this channel and conduct initial threat neutralizing operations.

Fire agencies will use Tac 7 for the initial tactical channel and will monitor the respective LE frequency.

If the incident continues to escalate, LE and Fire must communicate to address life-safety objectives. The following additional channel process will be implemented: Unified Command will work with CENCOM to provide an additional radio frequency(s) to meet incident operational and tactical needs. Priority will be given to establish a third, designated frequency to be used as the Command Channel. All Unified Command

communications with CENCOM and field supervisors shall use the designated Command Channel. CENCOM will no longer monitor the LE and Fire tactical channels.

Casualty Collection Point (CCP)

The primary purpose of the Casualty Collection Point (CCP) is for the rapid collection of victims to a single point for systematic removal from the warm zone. Statistically, the speed of triage, extraction, treatment, and transport will dictate patient survivability outcomes. The CCP is the first point where LE and Fire share a common operating picture to address life safety.

The CCP is a location established in the warm zone and reasonably secured, where personnel are able to operate within defined parameters.

- Area to be used as staging area for injured victims.
- Must be under LE control.
- All victims should be searched prior to entering and exiting the CCP.
- Multiple CCPs may be required.
- Immediate lifesaving medical care may be done in the CCP.

Any event that combines a Mass Casualty Incident (MCI) with an Active Shooter ⁽¹⁾ can greatly overwhelm local resources. Regardless of the cause, the priority is to save lives. LE primarily achieves lifesaving measures by (1) mitigating the threat posed by the suspect to innocents and (2) delivering those wounded to a CCP. Additionally, LE is often equipped with Individual First Aid Kits (IFAK) and tourniquets in the event that immediate life-saving measures are needed and there is no imminent threat present. Fire's ability to save lives directly hinges on their ability to access the scene and initiate MCI protocols in a timely fashion. Ultimately, quick access to the scene will decrease victim extraction and transport times to definitive medical care. The goal of the CCP is to create a reasonably secure environment for Fire/EMS, minimize exposure to undue risks. The CCP design also maximizes the available LE workforce already on scene to transfer injured victims to a single location.

(1) For purposes of clarification, the term "active shooter" is generally used and both LE and Fire recognize the threat posed by the suspect, which causes a CMCI, but can be in various forms.

The CCP may be initiated under the following conditions:

- The identified threat(s) is believed to be mitigated.

- The identified threat is barricaded, confined and/ or at a location that cannot reasonably affect Fire/EMS personnel and operations.
- LE Command determines adequate protection and can provide for a CCP location.

Managing Span of Control and Tactical Objectives

In any large scale critical incident, especially when multiple public safety resources respond, the need to establish control and effectively allocate personnel is paramount. In any active shooter or mass casualty incident, the amount of responding LE and Fire personnel can be overwhelming. Initially, the first few minutes of LE's response is predicated upon a decentralized approach, allowing officers the discretion to rapidly respond as they deem appropriate. This response methodology is specific to each incident during the initial response phase; however, a more systematic approach should be undertaken as the incident evolves. Whether the incident occurs inside or outside a structure, the organization of responding resources can best be achieved through the development of branches, teams, and groups.

Branch Directors

Implementation of an LE Branch Director allows the IC to gain a stronghold inside the "hot or warm zone" and provides the ability to better manage the multiple waves of LE personnel responding into the scene. Based on the incident needs, the LE Branch Director can assume supervision of multiple personnel and CCPs. The IC may attempt to establish an LE Branch Director inside the structure's entry point, or outside in a centralized area, to facilitate the management of inbound LE resources.

The implementation of a Fire Branch Director allows Fire resources to appropriately stage and position resources in anticipation of Life Safety objectives. Initially, the responding Fire Battalion Chief will assume these duties but may transfer them early to a responding Company Officer if they are the IC or part of UC.

Teams or Group Supervisors

In order to manage tactical level resources and have supervisors remain below the 5-7 span of control for tactical operations, the Incident Commander can assign teams and groups to task-orientated objectives. Each team or group will have a supervisor that is responsible for the team or group's directive. All call signs will be related to the objective given by the IC. The respective supervisor will remain in contact with Incident Command or assigned Branch Director and relay all communications associated with the completion of the objective.

FIRE PROTOCOL

Response

After determining if an actual Active Shooter or Criminal Mass Casualty Incident exists, responding units will request a Battalion Chief. The Battalion Chief will request the appropriate response for the event, e.g., MCI. Fire and EMS units shall stage or report to Base until Command has been established and the Incident Commander has given them an assignment.

En-route, the following information should be considered:

- Establish a Unified Command Post (Battalion Chief and LE).
- Patient information, approximate number, and nature of injuries.
- Situational awareness, type of structure/occupancy, time of day, and surrounding area.
- Description of individuals and weapons involved.
- Monitor tactical radio channels used by LE.
- Approach the scene while considering the possibility of onsite threats.
- Additional resources, route or approach, and location of Base.
 - (Call additional resources early).

Arrival

First arriving apparatus shall stage out of line of sight of actual incident and radio the location to inform all responding apparatus where to base.

- If not established, the Battalion Chief shall determine a command post location and initiate/establish in a safe location.
- Approach while considering safe distance/out of line of site (cold zone).
- Consider man-made and natural barriers on approach to the incident.
- Establish tactical radio channels for Fire and EMS operations.
- Provide for scene safety – determine “hot” and “warm” zones, safe staging, and isolate the area.
- Determine the number of possible casualties.
- Consider transportation corridor: access and egress for ambulances (ground and air).
- Consider expanding the ICS for complex incidents.
- Coordinate with the Private Ambulance supervisor early for transportation needs.
- Notify the Disaster Medical Control Center (DMCC) of potential MCI and preliminary number of casualties.

Operations

All Fire units on the initial alarm shall park in an area that is out of “line of sight” and announce the unit’s location. All additional Fire and EMS apparatus shall report to base, if assigned.

Apply current ICS and MCI policies and practices as needed.

- Fire personnel shall wear helmets and other MCI position identifiers.
- **Each Fire Jurisdiction may have different protective gear options.**

Once the identified threat has been neutralized and/or the risk of additional threats is believed to be reduced (warm zone), LE will locate an area inside the structure that will operationally meet the intent of a CCP. LE on the interior will provide the CCP with a permanent security force to protect the victims.

- The level of security will be based upon the scope of the incident.
 - A minimum of 2 LE officers will accompany Rescue Groups.
 - 1 LE Officer may be used when the criminal has been neutralized, isolated or barricaded.
- Once the security force is in place and ready, command shall direct fire responders into the scene and establish location for the inbound CCP apparatus and responders.
- LE may provide an Escort (as needed) for the apparatus responding into the scene and a Protective Force for Fire personnel to the CCP.
- This security component will be the CCP’s security detail for the duration of the CCP operation.

Fire personnel (Rescue Team) will be escorted to the CCP location by a Protective Force.

- The Rescue Team leader will complete a secondary assessment of the CCP and identify threats other than human-caused, e.g., secondary devices, bio hazards, etc.
- If the CCP does not meet the operational needs of the incident (size, location, safety), Fire will recommend a new location.
- If the CCP is appropriate, Fire will continue to use the CCP as identified.
- If a large number of victims are identified in a new area, a second CCP may be established or the CCP may be moved to a new location, provided the new CCP is in the warm zone and “secure”.

Available LE will perform transport of victims to the CCP. The initial Rescue Team will informally triage victims and begin to transport them to the formal triage and treatment

area inside the cold zone. All victims that are transferred will be coordinated through the established command structure.

- BLS units shall normally be used for transport.
- Rescue Units, BC vehicles, Medic Units, and LE vehicles, may be used for transport if needed.
- LE personnel may be used to drive transport vehicles, if needed.

Once all victims have been accounted for and removed from the CCP, LE will begin to initiate the evacuation of all other non-injured civilians and begin a secondary search of the structure.

Communications

Once crews begin to transition operations towards the CCP (preparation for entrance into the scene), Unified Command shall manage radio communications through the MCI plan. Limit radio communications to those pertinent details pursuant to the integration of LE and Fire. This information will be limited to triage, treatment, and transportation information.

All fire communications to crews outside the CCP shall be facilitated on a separate tactical frequency. CCP crews must work together to maintain clear and concise communication with internal and external resources.

For large scale incidents, the Unified Command Post will work with CENCOM to provide additional radio frequencies to meet incident operational and tactical needs.

It is imperative that Fire/EMS and LE communications not interfere with LE tactics. Radio discipline is essential. As LE seeks to secure the scene, Fire/EMS units shall limit all radio traffic on assigned frequencies to critical communication needed with LE. All communication external to the CCP shall be transmitted on a separate frequency. Additional radio frequencies shall be requested and utilized as soon as possible.

LAW ENFORCEMENT PROTOCOL

Response

Active Shooter incidents are so unique, dynamic, and dangerous that their effective handling cannot be completely reduced to specific procedures. For those reasons, the following procedures are not meant to limit conventional LE tactics which are appropriate to a crisis situation.

These risks are necessary in light of the potential that these tactics have for saving lives. During a crisis situation, officers arriving at the scene of an active shooter incident are authorized and encouraged to intervene prior to the arrival of supervisory personnel and special units.

The following principles set general response guidelines for active shooter incidents:

Goal: The overall purpose of these tactics is to save lives and prevent serious injuries. The primary objective for LE response at an active shooter event is neutralization/containment of the threat or by denying access to additional victims, rescuing injured victims, and/or rescuing potential victims. This is usually accomplished by making contact with the suspect(s).

Assume Tactical Responsibility: One initial officer must take charge of the active shooter incident. Assumption of tactical responsibility may be based on rank, expertise, or seniority. However, the Incident Commander (IC) must be immediately identified and communicated clearly to CENCOM, officers, and Fire/EMS. Any transfer of Incident Command will be made known to dispatch and other officers.

Situational Analysis: The officer taking charge must, based on all information available, assess the situation. The analysis will be continuous, taking into account new information from witnesses, CENCOM, and personal observations from officers. The analysis must lead to a decision as to whether the situation is an active shooter event, whether an opportunity exists for immediate intervention leading to accomplishment of one of the goals listed above, and how responding resources should be best employed at the scene.

Incident Command: No action will be taken that is unplanned or without controls. The first officer arriving on scene will initiate Incident Command, begin situation analysis, and determine initial deployment of responding resources. At least one person possessing all available information on tactical plans will remain at the Command Post to brief arriving personnel. Supervisory personnel must be on scene and fully briefed before establishing or assuming Incident Command.

Large Tactical Operation: When responding to active shooter incidents, the department endorses the concept of first responder tactical intervention. It is critical that all officers, supervisors, and command personnel are familiar with the definition of an active shooter and the tactics deemed appropriate for an active shooter response. The traditional uniform responses of contain, isolate, evacuate, and wait for Special Weapons and Tactics (SWAT) is not generally adequate or appropriate in an active shooter incident. Supervisors on scene will need to consider the following response options: Contact, Contain, Control, Evacuate, Search and Investigate.

Contact: A team must enter the objective immediately upon arrival. The team's first priority is to make contact with the suspect(s), neutralize, and contain the incident. On-duty SWAT personnel must respond to the scene immediately. Special equipment is critical to enhance the capability of the Contact Team. Units that have patrol rifles and ballistic shields must expedite to the scene. Team movement will be in a controlled and disciplined tactical manner under the control and direction of the team leader.

Inner Perimeter (Hot Zone): As the Contact Team is forming and additional units are responding to the scene, they should be directed to locations around the objective to contain the incident, prevent escape, and eventually assist with the evacuation. A specific supervisor (Law Branch) should assume supervision of this role immediately.

Staging: Once Contact and Inner Perimeter containment have been established, all other responding LE units shall report to staging and wait for assignment from command.

Outer Perimeter (Cold Zone): As the incident evolves, many additional units will be needed to control the arrival of Fire/EMS support, media, facility personnel, etc. Utilizing the Incident Command System, a second supervisor will assume command of this responsibility and work within a Unified Command Structure.

Evacuate: Once LE have contained or neutralized the threat, evacuation of the wounded must begin immediately. Consider leaving the uninjured "locked down". Critically injured victims could be triaged and moved quickly by the rescue group.

Primary Search: Initially, a hasty search of the objective must be completed. Once the threat has been contained or neutralized, the scene shall be considered "secure" and warm zone operations may commence.

- First, locate and address any additional threats, suspects or devices.
- Secondly, locate all injured and non-injured victims and advise Incident Command of their condition and location. This will assist greatly in the prioritization of evacuation.

Secondary Search: After the primary search is done, a complete evacuation can be executed. The secondary search shall be conducted and include a thorough sweep and search of the entire structure. This shall normally be conducted by the SWAT Team or Search Team.

Once a complete evacuation has taken place, a methodical search must be completed of the entire objective. The focus of this search will be prioritized, looking for other suspects, injured victims, uninjured hiding victims, and witnesses. The SWAT team is the well-suited element for this function. An additional resource may be to use K-9 units depending on the circumstances. With larger venues like schools and shopping malls, LE will be used to “hold” areas of the building while other areas are being searched. The objective will not be considered a clear cold zone until the Search Team Leader declares it “All Clear”. Officers assigned to security functions will maintain positions until properly relieved. Once an “All Clear” is given, the objective is considered to be a cold zone (note: this may take hours to complete).

Investigate: Once the objective has been deemed “All Clear” and a complete evacuation is completed, the investigation phase can begin. Likely, there will be a large number of witnesses. A nearby building, library, or school could be utilized in order to conduct this process in an orderly manner.

CMCI TACTICAL WORKSHEET

INCIDENT NAME											
COMMAND	INTEL	ID HOT ZONE	ID WARM ZONE	ID COLD ZONE	CONTACT	CCP'S	PROTECTIVE FORCE	RESCUE TEAM	MEDICAL STABILIZATION	TRANSPORT	INVESTIGATION
RADIO CHANNEL		ID/FUNCTION				RADIO CHANNEL		ID/FUNCTION			
TAC						TAC					
TAC						TAC					

