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Violent Intruder/Criminal Mass Casualty Response

P-238.1 PURPOSE & SCOPE

The San Mateo County Active Shooter/ Criminal Mass Casualty Incident (AS/CMCI) policy describes operational procedures for fire department personnel responding to violent incidents. These incidents are more complex than routine law enforcement incidents and can have a higher potential for multiple casualties.

The threats and complexity of these incidents present a greater challenge to first responders. Law, fire and EMS must work closely together through Unified Command to maintain safety and accountability, while minimizing the loss of life to the public.

The organizational structure described in this policy is consistent with the emergency response to tactical law enforcement Incident Command System (ICS), described in Firescope ICS 701. It varies in design; however, it provides specialized positions and modifications to regular position task descriptions. These variations are designed to address the unique problems of AS/CMCI in San Mateo County.

P-238.2 POLICY

It is the policy of the San Mateo County Fire Chiefs and San Mateo County Police Chief & Sheriffs Association to ensure adequate and coordinated efforts to minimize the loss of life through efficient utilization of emergency response resources in the event of an AS/CMCI.

AS/CMCI is defined as an incident, normally occurring in confined and populated areas, during which one or more armed persons are using deadly force in an on-going manner and where persons have been killed, injured or are under imminent threat of death or serious bodily harm by such persons. In most cases, AS/CMCI involves the use of firearms and there is no pattern or method to their selection of victims.

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P-238.3 REFERENCES

- Firescope ICS 701- EMERGENCY RESPONSE TO TACTICAL LAW ENFORCEMENT INCIDENTS. 6/2015.
- U.S Fire Administration – FIRE/EMERGENCY MEDICAL SERVICES DEPARTMENT OPERATIONAL CONSIDERATION GUIDE FOR ACTIVE SHOOTER AND MASS CASUALTY INCIDENTS. 9/ 2013
- California Firefighter Joint Apprenticeship Committee – UNIFIED RESPONSE TO VIOLENT INCIDENTS. 2013
- San Mateo County Police Chiefs & Sherriff Association – IMMEDIATE DEPLOYMENT PROTOCOL
- American College of Surgeons – THE HARTFORD CONSENSUS
- Acknowledgements - Santa Clara County & Police and Fire Chiefs' Associations

P-238.4 PROCEDURES

Traditionally, when Law Enforcement (LE) Tactical Teams arrive at the scene of a barricaded incident, patrol personnel have contained the suspect within a secure perimeter. Generally, there is time for the Tactical Team to deploy their personnel without serious concerns. The incident is isolated, time is not critical, and the Tactical Team can formulate a structured and deliberate tactical plan.

Unfortunately, there are incidents that require immediate action and the rapid deployment of personnel. To avoid further casualties, it may be necessary to locate the threat and confront the suspect(s) with the appropriate level of force for the situation.

In accordance with the California Tactical EMS Advisory Committee recommendations, the following procedure is related to scenarios that involve First Responder (FRO) Law Enforcement Agencies, EMS, and Fire Agencies. The following procedure is intended to address the Tactical Emergency Medical Support First Responder (TEMS FRO) level of response for San Mateo County Fire Agencies. TEMS FRO would be initial responders to an active shooter/ violent intruder incident. TEMS FRO responders would complete agency specific training that includes tactical law enforcement awareness, the proper PPE, and basic tactical medical care.

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Fire service agencies must recognize per California Health and Safety Code 1798.6c that the statutory authority for scene management of tactical law enforcement incidents is vested in the public safety entity having primary investigative authority (law enforcement). With the enactment of AB1598 legislation, all law, fire and EMS providers should work collaboratively for all entities responding to an active shooter/ violent intruder incidents.

PRE-PLANNING:

The following are considerations fire service agencies and their respective law enforcement agencies can use to collaboratively plan for an AS/CMCI.

- Policies, procedures and operational guidelines need to be periodically reviewed and exercised. These should address incident command structure, PPE, levels of response and tactical operations.
- Communication interoperability plans between fire, EMS and law enforcement must be developed periodically reviewed and exercised.
- Cooperatively develop Incident Action Plans for identified targets that include command structure, levels of response, facility information, pre-identified access, egress, and staging.
- Develop and regularly conduct joint trainings that cover tactical and operational concepts of the policy with fire, law and EMS.

GLOSSARY OF TERMS:

The following are terms and words used throughout this document by either fire or Law Enforcement which could be considered jargon and should be explained or defined.

1. Violent Intruder - An incident, normally occurring in a confined and populated area, during which one or more armed persons are using deadly force in an on- going manner and where persons have been killed, injured or are under imminent threat of death or serious bodily harm by such persons. In most cases, active shooters use firearms or knives and there is no pattern or method to their selection of victims.
2. Body Armor- Personal protective body covering intended to protect

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the body against gunfire. Can also include hard ballistic plates intended to increase the level of protection.

3. Casualty Collection Point (CCP) - Is a location within the Warm Zone, under force protection, where casualties MAY be kept and receive medical care until they can be safely moved to a Patient Treatment Area. Fire-based EMS providers will work as RTFs with law enforcement protection in this area. Based on the situation and physical layout of the scene, establishing a CCP may not be advantageous to rapid treatment and transportation of patients. In some cases, patients should be moved directly from where they are found to either a Patient Triage/Treatment Area (Cold Zone) or directly to a transport ambulance.
4. Cleared Area - An area that has been initially cleared by Contact Team members and is determined to be safe for RTF. This area may contain CCPs.
5. Cold Zone – Is an area where no significant danger or threat can be reasonably anticipated. This could be achieved by distance, geographic location or inaccessible areas from the incident. The Cold Zone is the location for staging of resources, ICP, treatment and transportation of patients.
6. Concealment - An area or object that prevents or limits a suspect's ability to observe a responder, but that may not provide protection from gunfire.
7. Contact Team-An organized group of 1-4 law enforcement officers who enter an area or building where an active threat is believed to be currently using deadly force. The sole function of the Contact Team is to isolate, capture or neutralize the suspect(s) by arrest or deadly force.
8. Cover - Any physical object or barrier that is capable of providing a responder with protection from gunfire.
9. Evacuation Corridor- An area inside the Warm Zone, secured by law enforcement personnel (force protection), that allows for the egress of victims to a CCP, or from the CCP to a triage/ treatment area, in a mitigated risk environment.

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10. Family Assistance Center- A facility located near an incident, designed to provide timely information and services to families of victims. This includes assistance with emotional support, spiritual care, and health and social services. Reunification of family members can also be facilitated at this location.
11. Force Protection - Actions taken by law enforcement to prevent or mitigate hostile actions against response personnel, resources, and facilities. Force protection for fire personnel will only be provided by law enforcement personnel. Law enforcement routinely provide force protection for fire and EMS in the form of crowd control or traffic control on incidents
12. Hot Zone - The area where a direct and immediate threat exists. Activities in this area are restricted to law enforcement Contact Teams working to isolate, capture or neutralize the active threat. A direct and immediate threat is very dynamic and is determined by the complexity and unique circumstances of the incident. Law enforcement should also consider the area to be immediately dangerous to life or health (IDLH) if they can observe the shooter or identified threat. Fire personnel will not intentionally work in this zone. The IC shall ensure Hot Zone boundaries are established and communicated to on-scene personnel.
13. Incident Commander - The person responsible for all aspects of an emergency response, including quickly developing incident objectives, managing all incident operations, application of resources as well as responsibility for all persons involved. The role of Incident Commander (IC) may be assumed by senior or a higher-qualified officer upon their arrival or as the situation dictates. The IC performs all ICS command and staff responsibilities unless those functions are delegated and assigned. The first arriving law enforcement officer, regardless of actions taken, still assumes the responsibilities and functions of the IC until relieved of command by a subsequent arriving officer of higher qualification.
14. Incident Command System (ICS) - A scalable response system of organization used for the command, control, and coordination of emergency operations of all types and complexities. ICS provides a standard management hierarchy that allows personnel from a wide

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variety of agencies to meld rapidly into a common management structure working toward a single set of objectives as developed through an incident action plan (IAP). Fundamental concepts of ICS include unity of command, span of control, common terminology, and comprehensive resource management. It provides logistical and administrative support to operational staff. ICS is a subcomponent of the National Incident Management System (NIMS) and California's Standardized Emergency Management System (SEMS) and is adopted as the incident management system to be used for operations under this policy.

15. Inner Perimeter- A law enforcement term to describe the boundary between the Hot Zone and the Warm Zone where the suspect or threat is contained, where entry and egress is controlled by law enforcement. The inner perimeter is considered the IDLH.
16. Life Saving Intervention (LSI) - A modified prioritization process for a tactical environment that focuses on major hemorrhage control, opening the airway, chest decompression due to pneumothorax, and providing chemical exposure antidotes.
17. Outer Perimeter- A law enforcement term that encompasses the inner perimeter and the incident support functions but which excludes unauthorized persons from entering potential danger areas or otherwise interfering with response operations.
18. Rescue Task Force- A team deployed into a potential Warm Zone to provide point of wound care to victims, life-saving intervention (LSI). This team(s) treats, stabilizes, and removes the injured in a rapid manner under protection of law enforcement personnel. A Rescue Task Force (RTF) may be comprised of 2-4 law enforcement personnel providing force protection along with 2-4 Fire-based EMS providers. Ideally, each RTF should include at least one paramedic provider. RTF functions are very discipline-specific (the primary and sole purpose of fire personnel is the rescue and treatment of injured persons, while the primary and sole purpose of law enforcement personnel is force protection).
19. Rescue Team- A resource comprised of law enforcement officers whose mission is to enter a Hot Zone under direct fire to rescue a victim such as in a hostage situation.

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20. Secured Area - An area that has been systematically cleared by law enforcement and found to be free of threats. These areas have had secondary searches conducted and security has been actively maintained.
21. Stop Point- Term used to describe a situation in which a RTF alters its objective or encounters a change of conditions that affects its movement (e.g. running out of supplies, encountering an IED, reaching the edge of the Hot Zone, or determining that there are no additional patients). When using this term, the reason should be communicated (i.e., "We've reached a stop point as we have advanced to the edge of the Hot Zone.").
22. Tactical Combat Casualty Care (TCCC) - Treatment guidelines that were developed for military personnel in a combat setting based on studies of battlefield injuries. The TCCC guidelines focus on the variables of penetrating trauma under tactical conditions, providing LSI treatment with rapid hemorrhage and airway control as the priority in the Hot and Warm Zones
23. Tactical Emergency Casualty Care (TECC) - The civilian version of the TCCC guidelines.
24. Tactical Command Post-A law enforcement term (non-ICS compliant) used by some law enforcement agencies for a SWAT command post, similar to a Tactical Operations Center, established separately from the incident's unified command post for the purpose of managing the SWAT team operations when tactical operational needs dictate.
25. Tactical Emergency Medical Support (TEMS) - The preventive urgent and emergent medical care in support of tactical law enforcement SWAT teams during high-risk tactical law enforcement incidents.
26. Tactical Group Supervisor - The person responsible for the operations and deployment of the tactical team, to include but not limited to the deployment of the initial responding police officers such as Contact Teams, containment officers, and RTF teams. The Tactical Group Supervisor will work closely with a Rescue Group Supervisor (Fire) on the deployment of fire personnel in RTFs.
27. Tactical Operations Center- A law enforcement operational center (non-ICS compliant), similar to a Tactical Command Post, established

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separately from the incident's unified command post for the purpose of managing the SWAT team operations when tactical operational needs dictate. The Tactical Operations Center is intended for large and complex tactical law enforcement incidents.

28. TEMS FRO- First responders (BLS or ALS level) who have completed a minimum four-hour agency-specific tactical awareness training that enables first responders to operate in a Warm Zone with Force Protection as part of a Rescue Task Force.
29. TEMS Specialist- First responders who have completed both an EMSA approved tactical medicine course and a POST approved SWAT course. TEMS Specialists are SWAT team members Tactical Medics that operate in a Hot Zone in support of SWAT team operations. Some law enforcement agencies utilize personnel who have completed a hybrid POST/EMSA approved SWAT and tactical medicine course to fill the Tactical Medic role on the SWAT team.
30. TEMS Technician- First responders who have completed the same approved 40- hour tactical medicine course as SWAT tactical medics or TEMS Specialists, but have not completed an approved 80-hour SWAT course.
31. T.H.RE.A.T- The Hartford Consensus mnemonic that identifies principles for a FRO-based response to an active shooter incident (Threat suppression, Hemorrhage control, Rapid Extraction, Assessment, Transport).
32. Unified Command - Unified Command is a team effort that allows all agencies with jurisdictional responsibility for an incident, either geographical or functional, to participate in the management of the incident. Developing and implementing a common set of incident objectives and strategies demonstrate this participation that all can subscribe to, without losing or abdicating agency authority, responsibility or accountability. Those organizations that participate in Unified Command should have statutory responsibility for some portion of the incident or event. Assisting and cooperating agencies with no statutory responsibility that nonetheless contribute resources to the incident should not function at the Unified Command level. These agencies should instead, assign Agency Representatives to effectively represent their agencies and resources

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through the Liaison Officer. In these ways, the principles that define Unified Command provide all of the necessary mechanisms for organizational representation and interagency management within a multi-agency incident response.

33. Violent Intruder - An incident, normally occurring in a confined and populated area, during which one or more armed persons are using deadly force in an on-going manner and where persons have been killed, injured or are under imminent threat of death or serious bodily harm by such persons. In most cases, active shooters use firearms or knives and there is no pattern or method to their selection of victims.

Warm Zone - The area where a potential threat exists, but the threat is not direct or immediate. The Warm Zone is an area that law enforcement Contact Teams has cleared. An example of this is an unknown location of suspects in a given area already cleared. Fire department resources may be requested to enter into Warm Zones, but this should only be done with force protection. These instances could be utilized for rapid extrication of multiple victims or officers down who need immediate assistance. Prior to entering into a Warm Zone, a risk-versus-gain-analysis should be completed by the Rescue Group Supervisor.

INITIAL ACTIONS AND ENROUTE

Law Enforcement

- Assess the situation, determine whether the incident is active or static
- It shall be the responsibility of the first arriving officer to establish Incident Command (until relieved)
- Provide Communications with initial overview and request additional resources
- Notify Communications of initial law enforcement actions being taken
- The first arriving officer may immediately move to the threat. It is still the responsibility of the initial officer to coordinate incoming response while actively seeking the threat
- Assemble Contact Team(s)

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- Establish Inner/Outer Perimeter
- Identify ICP and staging locations
- Once the ICP is established, all incoming units will respond to the staging area and shall not self-deploy into the incident
- Establish Unified Command with fire and develop unified objectives
- Establish Hot, Warm, and Cold Zones
- Coordinate with fire for potential assembly/ deployment of RTF
- Be cognizant of the possibility of secondary threats

Fire

- Confirm that law enforcement is on scene or law enforcement's ETA.
- Assess the situation, determine whether the incident is active or static
- It shall be the responsibility of the first arriving Chief Officer or Company Officer to establish Incident Command (until relieved)
- Provide Communications with initial overview and request additional resources
- Notify Communications of initial fire actions being taken
- It is still the responsibility of the initial responder to coordinate incoming response
- Determine if there is an identified initial staging area or the location of the ICP
- Once the ICP is established, all incoming units will respond to the staging area and shall not self-deploy into the incident
- Establish Unified Command with law enforcement and develop unified objectives
- Coordinate with law for potential assembly/deployment of RTF

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- Confirm the type of tactical law enforcement incident; active shooter, barricaded suspect, hostage situation, bomb threat, terrorist act.
- Don Appropriate PPE
- Gather any available intelligence from dispatchers such as the number of victims or hostages, number of assailants, their status, their location and identified hazards or threats.
- Confirm the communications plan, appropriate access, control perimeters, staging locations.
- Monitor PD frequencies to attain situational awareness if capable
- Consider turning off emergency lights when entering the scene
- Be aware of improvised explosives devices, secondary devices and ambush locations when arriving on scene.

ON SCENE

Command Considerations

- First arriving Captain or Battalion Chief on scene will locate the ICP, make contact with the Law Enforcement (LE) IC and enter into a Unified Command (UC) in a single co-located command post.
- Confirm current incident status including type, location, threat, number of suspects, and status of victims / hostages.
- Consider the incident potential and create Incident Unified Objectives
- Evaluate Fire and EMS resources and consider greater alarm level and level of the MCI plan. A minimum of a first alarm should be considered.
- Identify operational zones and perimeters (Hot, Warm, Cold Zones and casualty collection points).
- Control walking wounded and assist with rapid egress of victims
- Create a staging location for incoming Fire and EMS resources in the Cold Zone

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- Coordinate with Law potential / deployment level of Force Protection available.
- Determine the need and create Medical Group, Rescue Group, and Fire Attack Group
- Develop traffic plan with law enforcement for establishing safe travel routes for Fire and EMS to travel from Cold to Warm Zones and staging to Casualty Collection Points
- Determine treatment and transport areas
- Determine the need for “shelter in place” or “evacuation” in nearby areas.
- Consider any need for overhead and support needs

Note: If fire arrives prior to law enforcement, the Captain or Battalion Chief will locate an ICP and advise LE of the current location. The following tasks should be performed while anticipating the arrival of LE

- Safe staging area for incoming fire and EMS units away from threat area
- Increase situational awareness by reviewing pre-plans, interviewing people that are leaving the scene and monitoring LE radio traffic
- Anticipate complexity and prepare appropriate ICS organizational structure
- Ensure personnel are aware of appropriate PPE and level of tactical operations that they may need to operate within
- Establish preliminary perimeters and zones based on initial intelligence.

Operational Considerations

- The following are assignments that crews must be prepared to accomplish as incident dictates

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- Rescue Task Forces
- Fire personnel will don the appropriate Personal Protective Equipment (PPE); ballistic helmets, ballistic vests, (ballistic) eye protection.
- Generally, a minimum of two fire personnel and a LE personnel providing Force Protection (FP) will make up a Rescue Task Force (RTF)
- Rescue Task Force- A team deployed into a potential Warm Zone to provide point of wound care to victims. This team(s) treats, stabilizes, and removes the injured in a rapid manner under protection of law enforcement personnel. A Rescue Task Force (RTF) may be comprised of 2-4 law enforcement personnel providing force protection along with 2-4 Fire-based EMS providers. Ideally, each RTF should include at least one paramedic provider. RTF functions are very discipline-specific
- Lookouts, communications, escape routes and safety zones (LCES) will be applied within the RTF (evacuation signal, hand signal, cover and concealment procedures, escape routes and safety zones will be reviewed and understood prior to beginning assignment)
- Because of the critical situational awareness, a law enforcement team member will be assigned as the RTF Leader and a fire department member will be assigned Assistant RTF Leader. These two leaders need to work closely together to ensure coordination and communication between law and fire personnel.
- RTF Leaders will conduct a briefing prior to entering the warm zone, explaining objectives, reviewing LCES, sharing intelligence and confirming location of Casualty Collection Point (CCP).
- The RTF will be escorted into the warm zone by LE providing Force Protection (FP).
- Fire radios should be turned down to the lowest volume to prevent detection. (Only company officer or highest ranking member should have radio on and low. All personal should have radio but off and in pocket or radio holster.)

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- Treatment of casualties will begin at point of wounding and follow T.H.R.E.A.T. principles. (Threat suppression, Hemorrhage control, Rapid Extraction, Assessment, Transport).

Fire Suppression Branch

- Evaluate scene safety with law enforcement before making any entry.
- Determine with law enforcement if Force Protection is necessary.
- Don appropriate PPE
- Determine the fire attack strategy (offensive versus defensive).
- Determine with law enforcement the location and status of victims or occupants and evaluate the necessity of evacuation.
- Assess the risk of ammunition, flash grenades, hot gases or explosive hazards under fire conditions with law enforcement.
- Consider the use of unstaffed ground master stream appliances and ladder pipes.
- Consider using cover when applying hose streams for fire control or exposure protection.
- Request Hazardous Material response resources to assist with decontaminating victim or safety personnel when there is a risk of exposure to radiological/biological/chemical hazards.
- Request US&R response resources to assist with any related responsibilities
- Consider, with law enforcement, establishing multiple Staging Areas for resources in safe and secured locations.
- Develop a water supply plan in anticipation of a prolonged incident.

Medical Branch

- Evaluate incident complexity, size and geography
- Consider multiple CCP's and branches if necessary

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- Ensure CCP's are secure, have force protection and that all patients have been evaluated for injuries and are not a threat.
- Evaluate resources and make requests as necessary
- Begin implementing San Mateo County EMS MCI Policy

Training

- Personnel should train and implement a TEMS FRO level of response to active shooter/violent intruder incidents with annual refresher training.
- Agencies should implement command and control training for LE and Fire commanders in their jurisdictions and neighboring jurisdictions with yearly tabletop and refresher training.
- Agencies should implement Rescue Task force training with LE in their jurisdictions and neighboring jurisdictions as well as scheduling annual refresher training.
- Agencies should implement large scale exercise with LE in their jurisdiction and with neighboring jurisdictions as well as scheduling annual refresher training.

Communications Centers

- Confirm type of violence, number of suspects and whereabouts, number of potential victims, location, and other intelligence related to type of threat
- Dispatch/Response
- An incident of this magnitude and/ or complexity will require a multi-discipline multi-jurisdictional response. A county-wide standardized CAD dispatch call type will be created for consistency. San Mateo County fire, law, and EMS agencies will adopt the terminology of "Active Shooter."
- Fire will operate per San Mateo County Public Safety Communications Plan.

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- The initial standard county-wide fire response to these types of events will be the equivalent of a full first alarm (e.g. 3 engines, 1 truck, and 1 battalion chief). The initial county-based EMS response will be Level I MCI activation.
- Notify and provide developing information to all adjoining law enforcement jurisdiction communications networks.
- It shall be the responsibility of any adjoining law enforcement jurisdiction ranking field supervisor to provide information to their Communications Center regarding all available resources that could be called upon to assist in the resolution of an active shooter situation.
- Additional support and logistical resources should be considered early in the event to include:
 - County Overhead Support Team
 - Mobile Command Vehicles
 - Incident Dispatch Teams
 - EMS Multi-Casualty Trailers
 - Bomb Squads
 - Helicopters
 - SWAT Teams
 - Armored Vehicles including Armored Ambulance
 - Sam Trans
 - Office of Emergency Services (OES)
 - County Coroner

INCIDENT COMMAND

- I. Unified Command - (Law, Fire, EMS) The first arriving fire officer shall establish Unified Command with the first arriving law enforcement officer that remains in a command position not directly assigned as a Contact Team member. Unified Command is likely to include a representative from County

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EMS as well as an administrator or representative of the involved school, business, or property. Unified Command will work cooperatively in accordance with ICS principles. Responsibilities of Incident Command (whether Unified Command is implemented or a single IC exists) include:

- a. Activate the Incident Command System/ establish an Incident Command Post
- b. Identify and implement common incident objectives
- c. Create incident organization commensurate with current situation
- d. Provide operational and logistical resources sufficient to mitigate situation and/ or support extended operations
- e. Provide for the safety of citizens and responding personnel
- f. Provide timely and accurate information and notifications

II. Safety Officer (SOF) - The IC shall designate a SOF to develop and recommend measures for assuring personnel safety and to assess and/ or anticipate hazardous and unsafe situations. The incident safety plan shall contain strategies and tactics developed by the SOF based upon the ICs incident action plan and type of incident. Only one SOF will be assigned at each incident, but assistants may be designated as necessary.

- a. Prepare and enforce medical plan
- b. Investigate and report all accidents
- c. Monitor the physical and mental health of responders
- d. Assign Assistant Safety Officers as necessary
- e. The Safety Officer will ensure the following:
 - Inner/Outer Perimeter and Control Zones are established and communicated to all personnel
 - ICP located in safe and secure area
 - Adequate Force Protection for ICP, Treatment Area, Staging Area, and other functional areas

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- All personnel are adequately briefed before entering Warm/Hot Zones
- Appropriate Personal Protective Equipment (PPE) and tools are available and in use
- Adequate rehabilitation process and facilities are in place relative to duration, exertion levels, and environmental conditions
- Apparatus and vehicles are parked in manner to provide for easy ingress and rapid egress for changing conditions
- Safe landing zone is established, if necessary

III. Public Information Officer (PIO) - Events of this nature will quickly draw a significant amount of media attention. To minimize confusion and ensure a consistent message, a PIO should be identified early in the incident.

- a. The IC/Unified Command shall approve any information released to the PIO or directly to the media.
- b. Consider use of a Joint Information System (JIS) that consolidates all agency and incident information flow from the multitude of agencies involved. A JIS can establish a well-controlled information sharing plan amongst agencies.
- c. Utilize a Joint Information Center (JIC) to house the JIS. Do not co-locate the JIC at the ICP.
- d. Media affiliates may have aviation assets that may be co-opted for use in scene surveys, but need to be controlled to ensure safety of operations.
- e. Develop plan for media announcements regarding Staging Area for parents/relatives of victims.
- f. Consider use of social media and emergency notification systems such as SMC Alert to disseminate information to the community.
- g. Assign PIOs or Liaison Officers to support families of casualties in handling media requests.
- h. Designate a media staging area and communicate its location to the press.

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IV. Planning & Intelligence Section Chief (PSC) - The PSC is responsible for the collection, evaluation, dissemination and use of information about the development of the incident and status of resources. The PSC is also responsible for facilitating the Planning Process.

- a. The IC should ensure that a specific law enforcement officer is designated as the PSC or Deputy PSC. This PSC law enforcement officer shall be responsible to coordinate incoming information and serve in the central role in the creation of the law enforcement report after the incident
 - Coordinate collection of pertinent investigative information on the situation and suspect(s), including:
 1. Identity
 2. Crimes committed; intent
 3. Additional threats
 4. Residence and vehicle(s)
 5. Known associates
 6. Secondary victim locations
 - Ensure that, as reasonably practicable, escaping innocent persons are identified, separated, and interviewed in a timely manner
 - Process information to develop new intelligence about suspect and situation
 - Arrange for additional investigation and information gathering
 - Ensure accurate information is gathered regarding the identities, locations, and status of any persons involved in or seriously affected by the incident.
- b. The PSC or Deputy PSC not assigned to intelligence shall be responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and status of resources. This person is also responsible for the Planning Process and to facilitate preparation of the IAP

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- Situation status
- Resource status
- Technical specialists
- Incident demobilization

- V. Logistics Section Chief (LSC) - The LSC is responsible for providing facilities, services, and supplies in support of the incident. The IC may authorize the assignment of a Deputy LSC to provide discipline-specific knowledge and expertise to complement that of the LSC (e.g. the LSC could be a law enforcement officer who orders law-related resources, assisted by a fire officer serving as the Deputy LSC, who orders all fire and EMS resources).
- a. Designated as the primary authority to order resources
 - b. Establish single point ordering
 - c. Medical unit
 - d. Food
 - e. Personnel rotation
 - f. Communications
 - g. Transportation
 - h. Supplies
 - i. Specialized teams/ equipment

INCIDENT COMMUNICATIONS

- I. Command
 - a. Law and fire will remain on their assigned radio channels to limit confusion
 - 1. Fire will not communicate on law frequencies and law will not communicate on fire frequencies

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2. Strong Unified Command and the use of Deputy Section Chiefs will ensure effective interoperability and good communications between law and fire
3. If an alternate frequency is necessary and the SVRCS Significant Event Radio Communications Protocol is not in place, utilization of Bay MACS may be considered

II. Tactical

- a. Provide a tactical channel for Rescue Group, Medical Group, and RTF
- b. RTF Communications- RTF communications function on two different radio channels. This dual communication model allows for accountability and effective use of the teams, as well as for planning and management of any CCPs, Medical Treatment Areas, and additional EMS resources
- c. The RTF law enforcement personnel communicate with the Tactical Group Supervisor providing information like the location of the team, updates on the location of the injured and Contact Teams, and possible threat.
- d. The RTF fire personnel communicate with the Rescue Group Supervisor to report the number of victims, types and severity of injuries, and victim removal needs. The Rescue Group Supervisor should communicate this information to the Medical Group Supervisor

OPERATIONS

- I. Operations Section Chief (OSC) - (Law, Fire) The IC shall establish a single OSC that may be supported by a Deputy OSC. In the initial phases of the event, it may work best with law serving as the OSC with fire serving as Deputy OSC. This arrangement provides the discipline-specific expertise/ technical knowledge necessary to establish the division assignments in support of the overall incident objectives. If the incident transitions from a threat-neutralization focus to a patient treatment/ transportation focus, the IC may elect to transition the law officer out of the OSC position, replacing them with the fire Deputy OSC. Likewise if the patient treatment/ transportation piece of the event is complete, the IC may

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demobilize the Deputy OSC position. The OSC and Deputy OSC shall work cooperatively to:

- a. Gather information from active field units
- b. Identify critical factors and establish tactical objectives
- c. Directs activities of assigned Divisions/Groups
- d. Identify and establish Staging Area(s)

- II. Tactical Group Supervisor- (Law) A supervisor from the agency having primary jurisdiction of the incident. The Tactical Group Supervisor shall have specific operational control of the crime scene from the Inner Perimeter forward. It shall be the responsibility of the Tactical Group Supervisor, upon the direction of the IC, to supervise the tactical response segment of the plan of action. The tactical response shall be designed to affect a timely and effective resolution of the incident

The scope of this response shall depend on the known threat conditions, available law enforcement resources, and the likelihood of a successful tactical intervention. The objective of the tactical response shall be:

- Stop the criminal acts being committed by either eliminating the threat or by confining the suspect(s) to a point where the threat to others is eliminated (the threat is neutralized)
- Protect against or minimize injuries or the loss of life to victims, hostages, citizens or residents and officers who may be so imperiled
- Apprehend suspect(s) and secure a crime scene
- Protect against or minimize the loss of property
- Although terminology may differ among agencies and tactics will depend upon the nature of the situation and the availability of resources, it is of paramount importance that the IC considers the following basic contingencies and universal priority:
 - Contact Team(s)
 - Move quickly towards the location of the active shooter

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- Report the location of the threat to the IC
- Stop the threat utilizing the appropriate level of force for the situation.
- Communicate the location of injured victims for the RTF
- Rescue Task Force(s)
- Coordinates with Rescue Group Supervisor
- Determine need and location of CCP
- Determines need and number of RTF
- Provides force protection for RTF
- Provides briefing to RTF fire and law officers
- Point of radio contact for law enforcement personnel in RTF
- Directs route of travel and destination of RTF
- Identifies evacuation corridors and maintains overall security of these corridors

III. Corridor Teams-(Law)

- a. Establish safe and secure evacuation corridors for access and egress for incoming personnel or for the safe extraction of personnel from critical areas.
- b. Follow the Contact Team's route with the responsibility of searching and securing rooms and areas that were bypassed by the Contact Team and RTFs
- c. Stand prepared to assist either the Contact Team or RTF
- d. Once the tactical response segment of the plan of action is initiated, the Tactical Group Supervisor will work with the Rescue Group Supervisor to coordinate the formation and deployment of RTFs into the Warm Zone
- e. The Tactical Group Supervisor shall maintain a timely and continual line of communication with the IC, keeping command apprised of all progress and significant developments

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- f. The tactical response shall continue until such time as the threat is captured or neutralized
 1. The Tactical Group Supervisor shall immediately inform the IC when the threat is isolated, captured and/ or neutralized.
 - a. The IC shall provide further direction to the Tactical Group Supervisor and make other notifications consistent with agency protocol and chain of command
 - b. In the event of neutralization, the IC shall make immediate arrangements for:
 - Site security
 - Medical assistance to victims
 - Preservation of the crime scene
 - Initiation of the investigative process
 - Preparations for a return to normal activity
 - c. In the event a situation is neutralized, the IC shall evaluate the situation for the appropriate deployment of tactics and resources
-
- IV. Rescue Group Supervisor- (Fire) A Captain or Chief Officer responsible for the extraction of viable patients from the Warm Zone or CCP to Triage/Treatment Area. Working in conjunction with the Tactical Group Supervisor, organizes and communicates with fire personnel within the RTFs working in the Warm Zone. If no Warm Zone exists, the Triage Unit leader will have the responsibility of coordinating the movement of patients to treatment areas.
 - a. Coordinates with Tactical Group Supervisor
 - Determines need and location of CCP
 - Determines need and number of RTF based on:

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- Victim count and ambulatory status
 - CCP needs
 - Available resources
- b. Provides briefing to RTF fire and law officers
1. Coordinates extraction and movement of patients from Warm Zone/CCP to Patient Triage/Treatment Area
- c. Designate equipment staging and assembly area for RTF
1. Area in Cold Zone should provide both cover and concealment
 2. Fire and police personnel report to area in full PPE with tactical, mission- specific EMS kits, and patient extraction equipment
 3. Access to established evacuation corridors
- e. Point of radio contact for fire personnel in RTF
1. Communicate patient information from RTF to Medical Group Supervisor
 2. Coordinate with Tactical Group Supervisor regarding patient location and CCP location within Warm Zone
- f. Rescue Task Force Procedures-(Fire/Law)
1. RTF can be deployed to provide the following:
 - a. Provide point of wound care where there is an ongoing ballistic or explosive threat
 - b. Treat, stabilize and provide patient movement in Warm Zone or from Warm Zone to Cold Zone
 - c. Movement of supplies from Cold Zone to Warm Zone
 - d. Other duties deemed necessary to accomplish mission
 2. Initial RTF(s)

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- a. Primary objective is to reduce mortality through the use of life-saving interventions for rapid hemorrhage, tension pneumothorax, and airway control in accordance with Tactical Emergency Casualty Care (TECC) guidelines. RTF(s) operating in the Warm Zone should not conduct triage. Non-ambulatory patients that have been attended to by an RTF should be identified/ prioritized through the use of red- or black-striped plastic tape. Red tape will be used to indicate an injured but viable patient, while black-striped tape will indicate a non-viable patient
 - b. RTF shall advance in the Warm Zone treating as many patients as possible until they reach the furthest accessible patient, stop point, or run out of supplies. They should begin extracting the furthest patients to the Patient Triage/Treatment Area or CCP
 - c. Communicate number, location, and extent of injuries back to Rescue Group Supervisor
 - d. Activities of RTFs in the Warm Zone will transition from treating patients where they lie to extracting them to CCPs or Triage Area. This will occur as the number of available RTFs outstrips the number of patients who have not yet been contacted
3. Additional RTF(s)
 - a. Provide stabilizing treatment of patients
 - b. Extracting/ evacuating critical patients identified by initial RTF to Patient Triage/Treatment Areas or CCP
 - c. Provide secondary care to patients in established CCP
 4. Law enforcement personnel assigned to RTF

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- a. Will provide security and control movement of RTF. They should not assist with any patient care or movement of patients
- b. Shall remain with the RTF and should not separate themselves from fire personnel. There may be instances where the Warm Zone suddenly becomes a Hot Zone. The law enforcement members of the RTF must be in position to immediately respond to that threat to ensure the safety of the team

5. RTF Deployment

- a. RTF should move in and out of the Warm Zone only through entrances and corridors cleared by initial Contact Teams as identified by the Tactical Group Supervisor
- b. Initial RTF continue moving through the Warm Zone until they run out of medical supplies or patients. At that time they can start extracting patients to CCP or Triage/Treatment Area
- c. RTF shall be identified numerically in order of deployment (i.e., RTF 1, RTF 2 ...etc.)
- d. RTF will not deploy with less than 2 law enforcement members for force protection and will not self-deploy into the Warm Zone
- e. RTFs must be able to move quickly. As such, it is generally not advisable for them to be equipped with defibrillators, large drug boxes, gurneys, or other equipment that can affect their agility

6. RTF Communications

- a. The fire team leader and the law enforcement team leader within the RTF will engage in continuous face to face communication

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- b. Fire team leader in RTF shall maintain communication with the Rescue Group Supervisor via radio
 - c. Law enforcement team leader in RTF shall maintain communication with the Tactical Group Supervisor via radio.
 - 7. Situational awareness
 - a. All RTF members must maintain situational awareness and report to force protection if they see a weapon, explosive device, or any unusual situation
 - b. The RTF will identify areas of safe refuge as the team moves through the Warm Zone
 - c. If the zone in which the RTF is operating changes from a Warm Zone to a Hot Zone due to direct or immediate threat, force protection personnel will direct the immediate evacuation of the team to appropriate cover
 - d. The suspect(s) may be among the victims. Law enforcement officers will make a visual and physical body sweep of all victims for weapons or other secondary threats
- V. Casualty Collection Point (CCP) Supervisor- (Fire) Responsible for the short-term collection, sorting and limited first aid treatment of patients for rapid removal as soon as reasonably practicable to the Treatment/Transportation Area. The CCP Supervisor initially reports to the Rescue Group Supervisor, but must establish and maintain liaison with the Tactical Group Supervisor or the law enforcement team leader located within the CCP.
 - a. Used for large area facilities with multiple casualties where evacuation distances are long or impossible due to ongoing threat. Based on incident dynamics, multiple CCPs may be required

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- b. CCP provides cover to the injured and responders and is secured by law enforcement force protection.
 - c. Formal triage procedures may or may not be initiated or completed at the CCP depending on conditions, patients, resources, etc.
 - d. Point of wound medical stabilization should occur prior to evacuation to CCP. However, in extended incidents, ongoing treatment and/ or advanced life support may be delivered in CCP
 - e. Sorting of patients to prioritize movement to the treatment/ transportation area
 - f. Efforts should be made to not bring uninjured or deceased persons to the CCP
 - g. Patient tracking should be instituted at the CCP to ensure accountability for all patients. Every attempt should be made to ensure that patients have been searched for weapons inside the CCP and prior to movement to a treatment area
 - h. Provides IC or designee with current information on patients (e.g. total, acuity levels, and resource needs)
- VI. Medical Group Supervisor- (Fire or EMS) Officer responsible to manage the triage, treatment, and transportation of casualties. When large numbers of patients are encountered, or when they are separated by a distance that makes it impractical to have one treatment area, a Medical Branch may be established
- a. Operates in the Cold Zone
 - b. Provides for the rapid triage, treatment, and transportation of injured persons
 - c. Establishes/manages Patient Treatment Areas
 - d. If Transportation Group Supervisor is not established, provides tracking and patient accountability
 - e. Litter or SKED operations

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- f. Develop traffic plan for the ingress, loading, and egress of ambulances
 - g. Identify/ secure landing zones (LZs) in coordination with law enforcement
- VII. Fire Group Supervisor- (Fire) Fire Captain or Chief Officer responsible for the suppression of fires and coordination of the non-EMS operational fire discipline needs of the incident. Additional groups (i.e. US&R Group, HazMat Group, etc.) may be established based on the needs of the incident
- a. Assist law with evacuation of non-injured/walking wounded to appropriate collection points
 - b. Hazardous Materials
 - Hazard mitigation
 - Patient/ responder decontamination
 - c. Fire Suppression
 - Attack strategy (offensive vs. defensive)
 - Consider unstaffed master streams
 - Fast attack
 - Limited salvage, overhaul, ventilation
 - Pre-plan water sources and routes into incident
 - d. Mitigate IDLH conditions by extinguishment, denying entry, or isolation
 - e. Utility control
- VIII. Law Group Supervisor- (Law) a supervisor from the agency with primary jurisdiction responsible for all law enforcement functions outside of the Tactical Group
- a. Outer Perimeter and access points

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- b. Coordinates force protection for ICP and other Cold Zone operations including search for secondary threats
- c. Witness coordination
- d. Investigation
- e. Family assistance centers- reunification, accountability, victim tracking, mortuary services etc.
- f. Contact San Mateo County Crime Lab
- g. Coordination of the Coroner's Office (if needed).

RESPONSIBILITIES OF ALLIED/ADJOINING LAW ENFORCEMENT AGENCIES

- I. Upon receiving information that an Active Shooter Incident is occurring in an adjoining jurisdiction, the allied jurisdiction field supervisors shall immediately initiate the process of staging available resources to appropriate locations that could compliment a timely response if a deployment of resources is requested.
- II. It shall be the priority responsibility of the ranking allied agency field supervisor, watch commander, or senior field officer on duty, to evaluate the nature of the developing Active Shooter Incident and to deploy available resources consistent with that evaluation. The officer or supervisor who initiates that decision shall proceed only under the following conditions:
 - a. That any deployment shall only commence after notification to and with the concurrence of ranking personnel of the agency of jurisdiction.
 - b. Self-deployment without notification and concurrence of the agency of jurisdiction shall only commence after all reasonable attempts to notify the agency have failed.
- III. In all cases involving a decision to deploy law enforcement resources to an allied jurisdiction, the ranking agency field supervisor, or senior field officer who initiates that decision, shall insure all proper notifications consistent with that agency's chain of command are complied with or initiated.

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- IV. In the event that ALL resources of the agency of jurisdiction are deployed in the incident, it shall be the responsibility of the initial arriving units from adjoining jurisdictions to evaluate the need to establish Incident Command. (Refer to "Initial Actions- Law Enforcement" page 14)

POST-INCIDENT INVESTIGATION

- I. In most Violent Intruder/ Criminal Mass Casualty events, the investigative process will last much longer than the actual event and may involve multiple agencies. It is important for involved agencies to continue to work together to provide a complete and thorough investigation. Large events such as these may warrant mutual aid assistance through the San Mateo County Mutual Aid Plan, as coordinated through the Santa Mateo County Sheriff's Office.
- II. The primary investigative responsibility of a Violent Intruder Incident shall lie with the law enforcement agency having jurisdiction over the location of the incident unless another law enforcement agency assumes primary investigative responsibility.
- III. A critical first step in the transition to the Post-Incident Investigation phase is a thorough briefing by initial responders at all levels.
- IV. Agencies are encouraged to coordinate their investigative efforts with:
 - A. San Mateo County Office of the District Attorney
 - B. San Mateo County Health
 - C. San Mateo County Crime Laboratory
 - D. Federal Bureau of Investigation
 - E. San Mateo County EMS Agency
- V. The Investigative Assistance for Violent Crimes Act of 2012 (HR 2076) authorizes the U.S. Attorney (through the deployment of the FBI) to assist, at the request of state or local authorities, with providing investigatory assistance in response to violent acts or shootings occurring in a place of public use and in investigation of mass killings (3 or more) and attempted mass killings.

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DEPARTMENTAL ADMINISTRATIVE COMMITMENTS AND RESPONSIBILITIES

- I. Each agency is committed to insuring their staff receives the necessary training to respond to a violent intruder event.
- II. Agencies should develop and review their own department active shooter procedures, training and tactics at least annually for the purpose of insuring their system incorporates the most current technologies and tactical philosophies.
- III. In the event of an Active Shooter Incident it shall be the responsibility of the law enforcement agency of jurisdiction to sponsor and organize an incident debriefing of the action for all interested regional agencies.
 - a. The debriefing should follow the event as soon as circumstances allow.
 - b. The intention and direction of the debriefing shall be for the education and preparedness of all regional interests.
 - c. The debriefing should include all involved parties from every agency involved. The use of a Critical Incident Stress Management Team should be strongly considered during this phase of the debriefing

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Violent Intruder Incident

Multi-Branch Response

