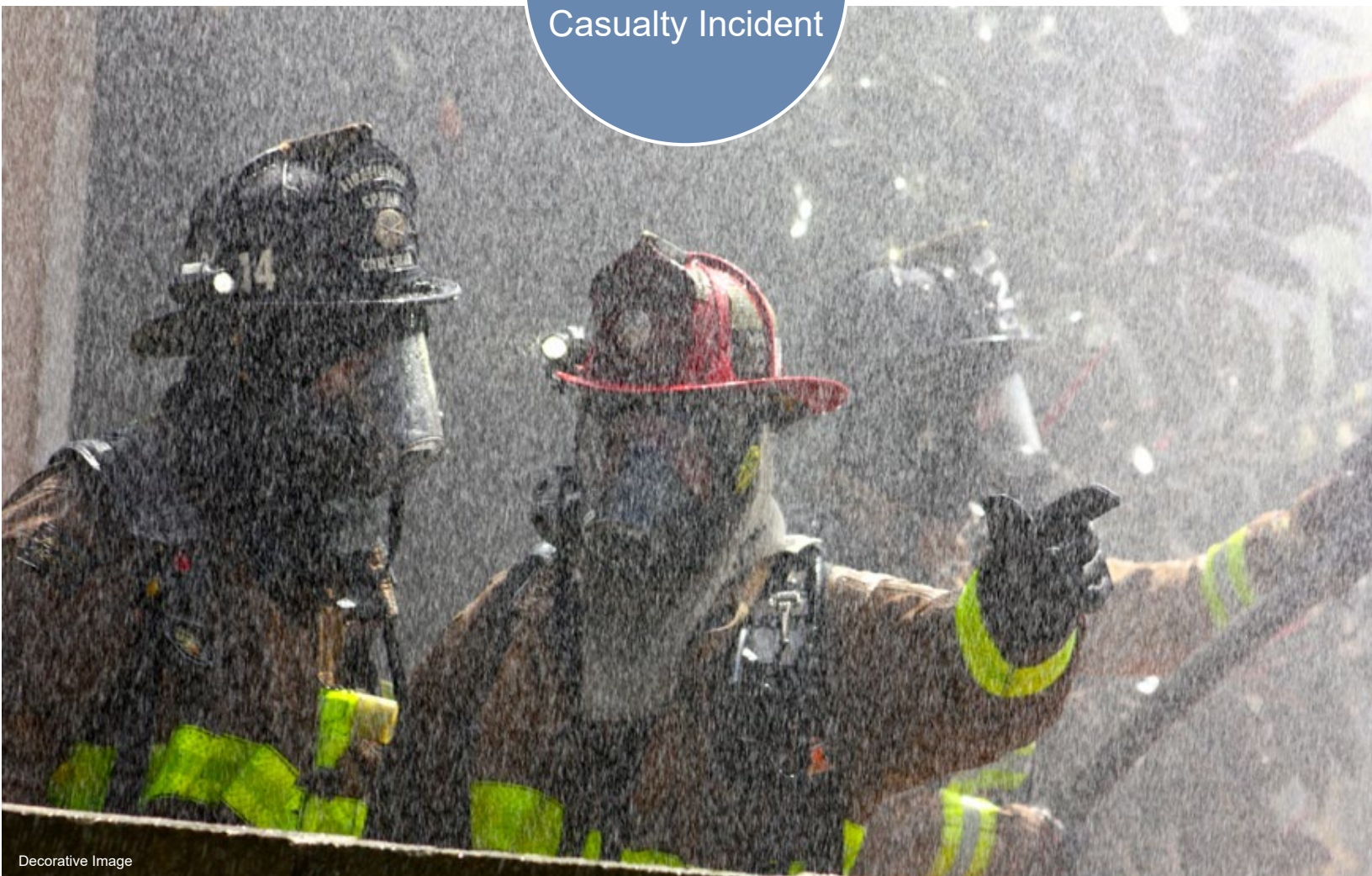


ANNEX P

Intentional Mass Casualty Incident



Decorative Image

Operational Area Emergency Operations Plan SEPTEMBER 2026

Unified San Diego County Emergency Services Organization and County of San Diego

ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

This annex provides a summary of the San Diego County Regional Protocol for Intentional Mass Casualty Incidents. This protocol establishes a countywide framework across law enforcement and fire/emergency medical services (EMS) agencies that promotes unified tactics, common communication capabilities, and a shared terminology for an effective and seamless response to active shooter/hostile event situations collectively referred to in this document as intentional mass casualty incidents, or IMCIs.

GENERAL

INTRODUCTION

The San Diego County Operational Area (OA) developed an Intentional Mass Casualty Incident (IMCI) Protocol, hereinafter referred to as the Protocol, which is intended for use by law enforcement and fire/EMS agencies. The San Diego County Chiefs' and Sheriff's Association and the San Diego County Fire Chiefs' Association maintains this Protocol which is classified as "For Official Use Only."

The Protocol describes the countywide collective initial actions that will be taken to prevent or mitigate the effects of a threatened or actual IMCI against any jurisdiction within the county.

It does not replace the County's or any jurisdiction's emergency plans or procedures; rather, it augments existing documents to assist in coordinating the initial planning and response efforts.

The Protocol defines IMCIs as any deliberate act intended to cause mass casualties, regardless of the tools used or the motive behind the attack. IMCIs may involve firearms, vehicles, improvised explosive devices (IEDs), or other methods intended to inflict mass harm. The size and complexity of these events often demand a mutual aid response and coordinated efforts across multiple agencies.

PURPOSE

This annex provides a summary of the IMCI Protocol. This protocol defines the framework for developing and sustaining a comprehensive and integrated approach addressing IMCIs in the OA. It is a blueprint for the development of OA efforts for responding to and combating IMCIs. IMCIs involve both violence, resultant types of trauma, and a number of patients that potentially exceed the normal response capabilities of an agency.

SCOPE

The Protocol only addresses the coordination efforts between regional law enforcement and fire/EMS agencies within San Diego County. It does not alter or supplant existing plans, Standard Operating Procedures (SOPs), roles and responsibilities listed under the National Incident Management System (NIMS), the San Diego County Operational Area Emergency Operations Plan (OA EOP), or the documents that direct the emergency actions of the individual jurisdictions. This protocol is not intended to usurp the authority or prerogatives of local jurisdictions or override one's ability to exercise good judgement in the fluid response to an unfolding tragedy.

RESPONSE ACTIONS

The Protocol aligns with the *Hartford Consensus*, a set of recommendations designed to improve survival rates in active shooter and mass casualty situations. The Consensus advocates for a shift from a traditional, sequential model to a more integrated, simultaneous approach involving law enforcement, first responders, and medical personnel. Its guiding principle is captured in the acronym THREAT:

- Target suppression
- Hemorrhage control
- Rapid extrication
- Evaluation
- Assessment by medical personnel
- Transport

The Protocol highlights the need for law enforcement and fire/EMS agencies to quickly deploy resources in a coordinated manner to limit the negative impact of IMCIs.

Whole Community Approach

The San Diego Operational Area is committed to achieving and fostering an emergency management system that uses a Whole Community Approach and is fully inclusive of individual needs and circumstances. For further details on the Whole Community Approach to emergency management and the integration of inclusive emergency management practices, refer to the Basic Plan.

CONCEPT OF OPERATIONS

The protocol addresses actions to be taken during a response to an intentional mass casualty incident (IMCI).

The Protocol outlines the roles of law enforcement and fire/EMS agencies involved in a response to an IMCI. This helps to ensure a coordinated response among the different disciplines and provides an understanding of their roles and how they relate to the other responding agencies.

The final portion of the Protocol lists the responsibilities of law enforcement and fire/EMS agencies, communication procedures, and IMCI organizational structure under Unified Command. The responsibilities address the host of functions necessary for the initial response to IMCIs. Functions include perimeter control, law enforcement and ambulance staging and victim triage, treatment, and transportation to appropriate medical facilities.

The OA Post-Terrorism/Mass Violence Recovery Annex details additional information for post-incident recovery.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

Federal, State, and local law enforcement agencies will detect, monitor, and investigate matters of national security that have a nexus to domestic or international terrorism. Local law enforcement and/or fire/EMS agencies will serve as the lead agency during any IMCI. Should the incident be determined domestic or international terrorism, the Federal Bureau of Investigations (FBI) would assume the lead role for the investigation process. Local jurisdictions will retain control of the response effort.

Should the IMCI be determined terrorism and involve an environmental hazard, the Environmental Protection Agency is likely to be involved in coordinating the response. For any terrorist incident impacting the maritime environment (i.e., oil spill, chemical leak, etc.) the United States Coast Guard Captain of the Port will be the Incident Commander in charge of response until a Unified Command can be established. The Federal Government may designate a Principal Federal Official for events of national significance.

Should the IMCI be determined terrorism and is confined to one of the military bases within the OA, the Department of Defense (DoD) will serve as the lead agency and the FBI through the use of the Joint Terrorism Task Force (JTTF) will assume the lead role for the investigation process, with support from other federal agencies, and state and local agencies as necessary. If the incident extends beyond the confines of the military base, the DoD will likely initiate a Unified Command structure with the affected jurisdictions.

All other agencies play a supporting role in the response to an IMCI and may be a part of a Unified Command. Supporting agencies/organizations are designated as such based on their ability to provide equipment, personnel and expertise in support of functional tasks.

ORGANIZATION

A Unified Command structure is commonly utilized for a coordinated response to any IMCI. The Unified Command provides the platform for an effective response by allowing individual agencies to carry out their own jurisdictional responsibilities. Whether supporting the lead agency directly, or supporting a Unified Command structure, OES will work with law and fire/EMS agencies in implementing a coordinated region-wide response effort. OES and other responding agencies will respond under the established structure and direction of the lead agency.

ASSIGNMENT OF RESPONSIBILITIES

Under Unified Command, law enforcement and fire/EMS agencies are responsible for the following:

Law Enforcement

- Locate, isolate, mitigate/negotiate, and if necessary, neutralize the threat.
- Establish the boundaries of an Indirect Threat/Warm Zone where victim care and evacuation can be initiated.
- Establish a law enforcement staging area for later arriving personnel that are not part of the initial contact team or response.
- Assign a Staging Area Manager.
- Ensure ingress and egress routes remain clear for emergency units to respond into and out of the scene.



Fire/Emergency Medical Services

- Manage victim triage, treatment, and transportation to appropriate medical facilities.
- Establish a treatment area including a medical equipment cache.
- Establish Ambulance Staging.
- Establish ambulance ingress and egress for victim transport.

SUPPORT FUNCTIONS

Various support agencies take the lead for specific response activities within a particular function. In all cases, local and regional level law enforcement agencies work through or in

close contact with federal and state level law enforcement and intelligence agencies that may have actionable threat information, including:

- Law Enforcement Coordination Center
- State Operations Center
- California Highway Patrol
- Regional Emergency Operations Center
- San Diego Sheriff's Department
- Customs and Border Protection
- Criminal Intelligence Agency
- Department of Justice
- Immigration and Customs Enforcement
- National Security Agency
- Transportation Security Agency
- Federal Bureau of Investigation
- Defense Intelligence Agency
- Department of Homeland Security
- United States Navy
- United States Marine Corps
- Department of Defense
- Local Law Enforcement
- Local Emergency Operations Centers

DIRECTION, CONTROL, OR COORDINATION

ACTIVATION AND TERMINATION

The Director of OES activates this annex based on information obtained from credible sources through established relationships. When this annex is activated, OES will remain in coordination with the lead agency and also coordinate with the Law Enforcement Coordination Center (LECC) for any IMCI related information. This annex will remain activated until the IMCI threat is no longer present and the OA EOC is no longer activated as a result of the emergency subsiding.

COORDINATION

The OA EOC will assign a liaison to coordinate with the lead agency or Unified Command. Through the liaison, the OA EOC will communicate its needs and support for the response.

The LECC plays a major role in coordination, communication, and information sharing for IMCI related intelligence. OES will typically send a liaison to the LECC during an IMCI and may request a liaison in the OA EOC. The LECC and the OA EOC support one another on requests for assistance.

When terrorism is suspected or confirmed at the local level, the local jurisdictions share information with the LECC and vice versa.

The LECC disseminates developed information and makes appropriate notifications to affected public safety agencies and state law enforcement agencies. Based on the information received from the LECC, OES will coordinate with the State Operations Center (SOC) to support the local response.



The LECC works with federal, state, regional and local law enforcement agencies and serves as the state repository for homeland security information and incident reporting. The LECC provides real-time intelligence support to law enforcement and public safety authorities and consolidates information and data on suspicious activities and threats from all jurisdictions.

The LECC, the OA EOC, and the SOC actively share information before and during IMCIs, and are of central importance in effective information gathering and sharing, enhancing emergency management functions at each response level.

INFORMATION COLLECTION AND DISSEMINATION

The sharing of information is a vital part of the response. The LECC, working with the OA EOC, and other supporting agencies, will attempt to collect, develop, collate, analyze and disseminate important information to the Incident Commander or Unified Command and other appropriate stakeholders. The Incident Commander or Unified Command will coordinate with the appropriate Public Information Officer (PIO) or Joint Information Center (JIC) concerning the dissemination of information to the media and the public.

Law enforcement and emergency management personnel coordinate the release of local warnings or informational messages to the public ensuring accessibility and the needs of the whole community are adequately addressed. Due to the sensitivity of some law enforcement and intelligence sources and methods, it may be necessary to restrict dissemination of information to select emergency management and health officials in some instances. Information providers, such as the LECC, provide the information, its classification level, and a recommendation on what to share and what not to share. The decision to share the information rests with the Incident Commander or Unified Command. Information released by the OA EOC will follow the guidelines established in Annex L: Emergency Public Information. All jurisdictional PIOs will coordinate information sharing via the Regional Communications Protocol which is included in Annex L.

The effectiveness of coordination and control, communications and warning functions depend on teamwork among key decision-makers and responsible entities.

COMMUNICATIONS

All responding agencies will need to maintain constant communication during any IMCI. To ensure a common operating picture, the OA may utilize WebEOC during incidents requiring OA EOC activations to ensure all partners have a clear understanding of response priorities and operations.

NOTIFICATION AND WARNING

Law enforcement and fire/EMS agencies will notify the OA EOC of any IMCI and each agency will take appropriate notification actions as outlined in internal SOPs. The OA EOC will notify appropriate partners of an activation and notify appropriate personnel to report to the OA EOC.

Timely warnings of emergency conditions or an incident are essential to preserving the safety of county residents as well as establishing an effective incident response.

INTERNAL COMMUNICATIONS

Public information, before it is released, should be reviewed by Incident Command and the appropriate PIO or JIC to prevent the release of information that will compromise the investigation. When communicating, all incident response personnel should use plain language to avoid any confusion (no acronyms or abbreviations). During incidents involving multiple agencies, joint press conferences are highly encouraged.

ANNEX DEVELOPMENT AND MAINTENANCE

This annex is a product of the OA Emergency Operations Plan (EOP). As such, the policies, procedures, and practices outlined in the OA EOP govern this annex. OES is subject to coordinate the maintenance and update of this annex every four years, in accordance with the maintenance schedule established for the OA EOP. Record of changes, approval, and dissemination of the OA EOP will also apply to this annex.



Updates to this annex can be made before such time for multiple reasons, including but not limited to changes in policy/procedure, improvements and recommendations based on real life events or exercises, etc. Recommended changes should be submitted to OES at oes@sdcounty.ca.gov

AUTHORITIES AND REFERENCES

According to the State of California Emergency Plan, local government has the primary responsibility for protecting public health and safety in any incident. More specifically, in an IMCI, local responders will manage all aspects of the incident. Should the IMCI be determined domestic or international terrorism, the FBI assumes command by virtue of its legal authority. Local and state authorities always maintain control of their response resources and continue to operate utilizing the Standardized Emergency Management System (SEMS)