

# Mass Fatality Plan

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# 1. Purpose

This document serves as the Mass Fatality Plan (MFP) for the Saskatchewan Coroners Service (SCS). Any incident resulting in fatalities that requires this plan or exceeds normal operating capacities of the Province will initiate the activation of this plan. The aim of the MFP is to provide a framework for the systematic, coordinated and effective response by those agencies involved in the emergency. There is no absolute number of deceased that will activate the plan, although it is understood that it is greater than one. It is the complexity of events that have occurred with the incident, in combination with the number of fatalities, that will dictate whether the plan is activated or not.

The MFP outlines the general capabilities of the SCS, the overall roles and responsibilities of the various agencies involved, the necessary collaborations required, and the general steps during a mass fatality incident. It is intended as a guideline and information source; therefore, it is the responsibility of the SCS to take appropriate action relative to the incident at hand.

This is a fluid document and changes, updates, improvements, and clarifications will be included from time to time.

# 2. Authority

The purpose of *The Coroners Act, 1999* (the Act) is to facilitate a coroner system that:

- Provides for independent and impartial investigations into the circumstances surrounding unexpected, unnatural or unexplained deaths;
- Determines the identify of a deceased person and how, when, where and by what means that person died;
- Uncovers dangerous practices or conditions that may lead to death;
- Educates the public respecting dangerous practices and conditions; and
- Publicizes, and maintains records of and the circumstances surrounding, causes of death.

When a death occurs, notification of a Coroner is mandated under section 7 of the Act.

A Coroner may, under the Act:

- Cordon off the area (or direct others to cordon off the area), for a period not exceeding 48 hours
  or any greater period the Chief Coroner approves, where the deceased person suffered the
  injuries or acquired the condition that led to the death or where the body of the deceased
  person is found;
- Prohibit the removal of objects from the area that is cordoned off until the investigation is completed;
- Place peace officers in charge of the area that is cordoned off to prevent disturbance of the area until the Coroner has made any examination the Coroner considers necessary;
- Enter and inspect any place where a dead body is and any place from which the Coroner has reasonable grounds for believing the body was removed;
- Examine and make copies of any records relating to the deceased or his or her circumstances where the Coroner believes on reasonable grounds that it is necessary to do so for the purposes of the investigation;

- Take charge of objects that are or might be items of personal property of the deceased and that are found on or near the body of the deceased or in the area where the body of the deceased is found;
- Remove objects from the area that is cordoned off, whether or not the objects are items of personal property of the deceased (with the approval of the Chief Coroner); and/or
- Seize bodily fluids obtained from the deceased before death.
- Order post mortems or other examinations

A Coroner may obtain assistance from a number of different agencies, including:

- The police service with jurisdiction in the municipality in which the Coroner is conducting the investigation or inquest and/or persons other than peace officers for all or part of the investigation; and
- Fire/EMS to provide safety and/or access services if hazardous conditions are present and/or body retrieval is difficult.

## 3. Mass Fatality Information

A mass fatality incident in Saskatchewan may include, but is not limited to, one or more of the following:

- Transportation accidents, such as air, train, bus, and personal vehicles, resulting in fragmented and/or charred victims;
- Extreme weather events, such as tornadoes, floods, winter storms and heat waves;
- Terrorist attacks or mass shootings, potentially using vehicles, high powered weapons, or biological agents;
- Major workplace events, resulting in fragmented, charred, and/or buried victims;
- Structural collapses, resulting in trapped victims;
- Bomb/blast events resulting in fragmented and/or charred victims;
- Chemical exposure resulting in hazardous material-contaminated victims;
- Biological agent exposure resulting in infectious or toxic agent-contaminated victims;
- Poisonings resulting from food, drugs, or such things as carbon monoxide; or
- Radiological/nuclear exposure resulting in radiation-contaminated victims.

## **Types of Mass Fatalities**

It is understood that there are different types of mass fatalities that require the activation of a mass fatality plan. A general mass fatality incident is that which exceeds normal operating capacities, which can be based on a number of contributing factors, such as the number of deaths, condition of the deceased, geographic location, current weather conditions, etc. A catastrophic mass fatality incident is that which triggers the activation of a provincial emergency due to the large scale nature of the incident and the impact on the people and resources in the province; a major coordination effort over an extended period of time is required at the provincial level to manage the incident.

There are also closed and open mass fatality incidents. In the case of a closed incident, the number of victims and their names are known, or can be known, such as in an airplane crash. In the case of an open incident, the number and names of victims cannot be easily known, such as a commercial building collapse.

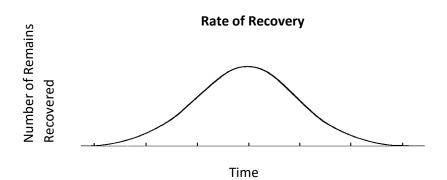
## **Agency Collaboration**

Cooperation among all agencies involved is key in effectively managing a mass fatality incident. The following principles guide the collaboration:

- Recognition of the legal authorities of each agency;
- Recognition of the roles, resources and skill sets of each agency; and
- Cooperation with, and assistance to, other agencies, as able and required.

## **Recovery Curve**

The shape of the recovery curve in relating time and number of remains able to be recovered will help estimate resource requirements at various times over the course of the critical incident. The shape of the recovery curve and the meaning in terms of resource requirements at various stages of the incident should be discussed with key stakeholders through the use of the Incident Command System (ICS), which is further described below. More staff and equipment will be staged for the estimated peak of recovery/post mortem exam. Attempts should be made not to stage excess resources at lower points in the curve.



## 4. Saskatchewan Public Safety Division

The Province of Saskatchewan commonly applies the ICS when engaged in multi-agency incident management as it presents a standardized organizational structure and defined functions, processes and terminology. This system is utilized both provincially as well as in major centres across the province. Saskatchewan Public Safety Division also relies on the use of the ICS to assist responding agencies in developing and maintaining situational awareness over the course of the event and assists multiple stakeholders in identifying, agreeing to, and supporting inter-organizational priorities.

The ICS allows for seamless interagency coordination to provide efficient emergency management to an incident regardless of size, nature or complexity. A mass fatality incident may involve widespread, multijurisdictional and multi-level agencies and the provincial government to coordinate response activities in order to effectively manage the incident.

Clarity of roles and responsibilities allows organizations to feel supported so they are most able to dedicate their focus on their priorities and meeting their objectives. The Emergency Operations Centre (EOC) will assist the SCS with support functions to allow it to focus on its role in managing the incident.

# 5. Mass Fatality Plan Activation

The MFP will be activated at the discretion of the Chief Coroner or Deputy Chief Coroner, where an incident of significance has occurred and it is thought that normal SCS operating capacities will be exceeded. In cases where a provincial emergency has not been declared, but the normal operating capacities are expected to be exceeded and/or additional resources are required, the Chief Coroner or Deputy Chief Coroner may activate the plan to obtain additional provincial support.

## **Notification of Activation**

The Deputy Chief Coroner will immediately notify the Saskatchewan Public Safety Division if the MFP has been activated. Saskatchewan Public Safety Division will assess the situation and determine whether the Provincial EOC will be activated and will liaise with any applicable municipal EOCs. Regardless of whether Saskatchewan Public Safety Division activates the Provincial EOC, they will provide support to the SCS in managing the incident, in accordance with the MFP.

# 6. Saskatchewan Coroners Service Policies

The SCS will utilize all existing policies in their work under the MFP. Where any deviation to a policy is required, the Chief Coroner or Deputy Chief Coroner will authorize that change verbally and/or in writing.

# 7. Roles and Responsibilities

The responsibilities noted in the following table are general responsibilities only, as they relate to mass fatality incidents. The various agencies have agreed to the general responsibilities, which are to be used to guide the response to a mass fatality, recognizing that changes may occur based on the type or impact of the incident.

Agency	Responsibilities (may be assigned to other agencies)	
Saskatchewan Coroners Service (SCS)	<ul> <li>Cordon off the incident scene and appropriate surrounding area</li> </ul>	
(303)	<ul> <li>Confirmation of number of deceased (death toll)</li> </ul>	
	Establish a grid and document, if required	
	Photograph remains prior to body recovery	
	Body recovery, including collection of personal property of the deceased	
	Body transport to a morgue	
	Body storage	
	Non-criminal death investigation	
	Order post-mortem examinations	
	Post-mortem examinations	
	Secure first bloods, if drawn by the hospital	
	Body identification	
	Liaise with families	
	Release number and names of deceased to media	
	Sign medical certificate of death	

	Body transport to funeral home/family/other
Saskatchewan Public Safety	Support municipalities in an emergency
Division (SPSD)	<ul> <li>Provide support and advice to local officials during an</li> </ul>
	emergency, including the provision of support services to
	enable agencies to focus on their objectives
	• Operate the Provincial EOC, if required, to provide a central
	point to coordinate the operational response of provincial
	government agencies
RCMP / Police / Law	Secure the incident scene during the initial stages when the
Enforcement Agencies	scene is being made safe and injured have been removed from
	the vicinity for treatment
	• Secure the scene until such time as resources can be organized
	to properly map, flag and plot debris, human remains, and
	other exhibits
	• Determine if the area is safe for other agencies to begin work
	Traffic control, if required
	• May assist the SCS in travel to the scene, if in a remote area
	• If directed, establish a grid and tag/identify remains/evidence,
	as required
	May initiate RCMP Disaster Victim Identification process
	Assist with body identification
	Determine whether deaths are criminal/suspicious in nature
	(note this will be the assumption on most mass fatality
	incidents until proven otherwise)
	Investigate criminal/suspicious deaths
	Investigate terrorism incidents
	<ul> <li>If directed, provide security at designated morgues/body</li> </ul>
	holding facilities
	<ul> <li>If directed, provide escort of body transport from the scene</li> <li>Notification of next of kin</li> </ul>
Saskatchewan Health Authority (SHA)	<ul> <li>Report to the SCS incident-related victims that die at a health facility or while being transported to a health facility</li> </ul>
(314)	<ul> <li>Provide support for post-mortem examinations through</li> </ul>
	working agreements with hospital morgue and pathology staff
	<ul> <li>Storage of bodies</li> </ul>
Paramedic Services	<ul> <li>Assist with emergency response at the incident scene</li> </ul>
	<ul> <li>Triage and prioritize victims</li> </ul>
	<ul> <li>Provide pre-hospital medical support to responders, as</li> </ul>
	needed, for hazmat and rescue operations
	<ul> <li>Stabilize and transport victims to hospital(s)</li> </ul>
	<ul> <li>Potential mass body transport, based on available resources</li> </ul>
Fire Services	Assist with emergency response at the incident scene
	<ul> <li>Provide hazardous materials consultation</li> </ul>
	Support search and rescue efforts
	<ul> <li>Conduct decontamination efforts</li> </ul>
	<ul> <li>Assist SCS with fatality collection and incident morgue</li> </ul>

Labour Relations and Workplace Safety – Occupational Health & Safety Division	<ul> <li>Enforce health and safety requirements for provincially regulated employers, owners, contractors and workers responding to the incident</li> <li>Conduct independent investigations info workplace-related incidents resulting in fatalities</li> </ul>
Transportation Safety Board of Canada	<ul> <li>Conduct independent investigations into pipeline, railway and aviation transportation accidents resulting in fatalities for the purpose of determining the causes and contributing factors</li> <li>Make recommendations to improve transportation safety</li> </ul>
Search and Rescue Saskatchewan Association of Volunteers (SARSAV)	<ul> <li>Provide assistance to police agencies in locating and retrieving injured and deceased victims</li> <li>May provide additional assistance on other search-related duties</li> </ul>
Funeral Homes	<ul> <li>Body transport</li> <li>Liaise with families and coordinate the final disposition of bodies following post-mortems and release of remains</li> </ul>
Airport Authorities	<ul> <li>Provide technical expertise and services regarding various aircraft to assist rescue and recovery operations</li> <li>Provide safe working conditions, as required</li> <li>Provide passenger/cargo manifests, as required</li> </ul>

# 8. Scene Management

## **SCS Staff**

SCS staff on-scene will wear vests for ease of identification, with the In-Charge Coroner clearly marked. This will be the on-scene lead for the SCS and primary point of contact for other agencies. Other Coroners may be present from the SCS to assist with various tasks, taking direction from the In-Charge Coroner.

## **Basic Steps and Considerations**

There are some basic steps and considerations with a mass fatality incident, as noted below.

## Search and Rescue

The search and rescue of living victims, and other persons who must be evacuated from the surrounding area due to danger to health and safety, is the first priority. Deceased victims should not be initially moved unless it is the only way of recovering a live victim.

## Scene Hazards

The incident site may present a multitude of risks, including but not limited to hazardous materials, gases, wreckage, and/or explosive/incendiary substances. Emergency responders, including Police and Fire, will assess and advise on scene hazards and when it is safe to enter the site. This will also include information on decontamination and personal protective equipment (PPE) required.

## Scene Security

Once scene security is established, all personnel will need to check in and out of the scene at specified entry/exit locations.

#### **Body and Property Recovery**

Once the survivors of a mass fatality incident are tended to, the work of locating, recovering, tagging and identifying bodies, property, and evidence will begin. A grid system to tag/identify remains/property/evidence may be required. All remains are to be placed in bags prior to removal, with identifying data affixed to the bag. If fragmentation has occurred, bags may be placed in boxes at the site and marked accordingly, which will reduce handling of fragile bags, permit stacking, and reduce storage space. Remains will then be transported to a morgue/temporary morgue.

#### Victim Identification

An identification committee would normally be established as multiple agencies may be involved in identification.

## **Terrorist Attacks**

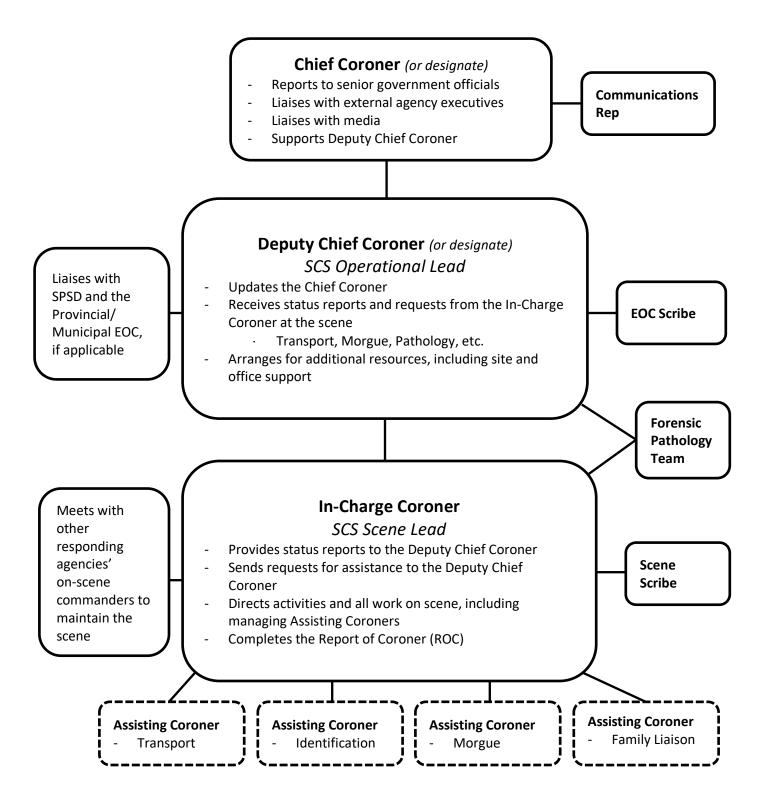
If the incident is, or suspected of being, a result of a terrorist attack, responders must be vigilant for secondary devices and/or armed suspects. The primary focus will be on life saving/rescue, site safety and fire suppression, if required.

The RCMP will also have a major case management role to play and the sequencing and priorities on scene may differ from what would typically be expected. These incidents may require an intelligence or investigative component to occur alongside normal elements of event management and will be led by the RCMP. All agencies will follow the Saskatchewan Terrorism Event Management Framework and the chain of command identified within that plan.

# 9. External Communications

External communications will be handled by the incident command structure for communications. The responsibility for identification and the release of the number of fatalities, and the names of the deceased, is the responsibility of the SCS. The responsibility for notifying next of kin is the responsibility of the RCMP/Police.

**Appendix A** Saskatchewan Coroners Service – Mass Fatality Organization



## **Appendix B** Saskatchewan Coroners Service – Staff Roles and Responsibilities

It is imperative that SCS team members are clear on roles and responsibilities prior to an incident occurring. The table below outlines the specific responsibilities of positions within the branch regarding mass fatalities, as well as specific roles that may take effect with the activation of the MFP.

Role	Responsibility
Position Title	
Chief Coroner (or designate) *	<ul> <li>May activate the Mass Fatality Plan</li> <li>Reports to the Deputy Minister (DM), Minister, and Premier any information that is required</li> <li>Authorizes specific actions under the Act, as required</li> <li>Attends to the SCS main office EOC</li> <li>Directs the work of SCS staff</li> <li>Provides support to the Deputy Chief Coroner</li> <li>Liaises with external agency executives</li> <li>Works with the Communications Rep and liaises with media</li> </ul>
Deputy Chief Coroner (or designate) * * In the event of a prolonged event, the Chief Coroner and Deputy Chief Coroner will amalgamate their roles and relieve each other at 8-hour intervals	<ul> <li>May activate the Mass Fatality Plan</li> <li>Attends to the SCS main office EOC</li> <li>Operational lead for the SCS</li> <li>If the Deputy Chief Coroner is the on-call 24-hour supervisor, delegates that role to a Regional Supervising Coroner</li> <li>Assigns an In-Charge Coroner for the scene</li> <li>Takes information supplied by the In-Charge Coroner on scene and determines next steps and makes necessary arrangements so the In-Charge Coroner can focus on the on-scene work</li> <li>Updates the Chief Coroner, as required</li> <li>Liaises with EMFS, including notifying, providing updates, and requesting assistance</li> <li>Calls the Deputy Chief Coroner Scribe and any other MFP Roles, as required, based on the information known from site and EMFS</li> <li>Arranges for additional resources, in accordance with the MFP, either through SCS work or through the EMFS, based on the type of resource required</li> <li>Determines staffing levels for Coroners and dispatches Assisting Coroners, as required</li> <li>Makes initial calls for transport and temporary morgue requirements</li> <li>Notifies Chief Forensic Pathologist to begin post-mortem plan</li> <li>Contacts the Alberta Office of the Chief Medical Officer if any additional</li> </ul>
Regional Supervising	<ul> <li>forensic services are required</li> <li>May act as the In-Charge Coroner on scene or other assigned role</li> </ul>
Coroner	An Mary and an this in Channel Conservation
Coroner	May act as the In-Charge Coroner on scene
Community Coroner	<ul> <li>May act as the In-Charge Coroner on scene until the Regional Supervising Coroner or Coroner arrives</li> </ul>

	• May act as an Assisting Coroner on scene, or other assigned role by the In-Charge Coroner
Forensic Pathology Team	<ul> <li>All forensic pathology work</li> <li>Includes all team members required, based on the incident (Forensic Pathologists, Pathology Assistants, Dentists, Forensic Toxicologists, Epidemiologist, Forensic Anthropologist, etc.)</li> <li>Chief Forensic Pathologist, or designate, with contact Forensic Pathologists to determine plan for post-mortem services</li> <li>Provide Deputy Chief Coroner with detail of post-mortem plan and request additional resources, if required</li> </ul>
Director Administration	May act as the Deputy Chief Coroner Scribe
Administrative Support Supervisor	May act as the Deputy Chief Coroner Scribe
Administrative	<ul> <li>May act as the Deputy Chief Coroner Scribe</li> </ul>
Assistant	<ul> <li>Reviewing the MFP and updating information, as required, on an annual basis</li> </ul>
Communications Rep	<ul> <li>Works with the Chief Coroner and coordinates with other communications reps from other agencies</li> </ul>
<u>Mass Fatality Pan Role</u>	
EOC Scribe	<ul> <li>Attends to the SCS main office EOC</li> <li>Assists the Chief Coroner and Deputy Chief Coroner by documenting communications and actions</li> <li>Takes direction from the Chief Coroner and Deputy Chief Coroner and coordinates work, as required, which may include liaising with an EOC, making arrangements for body transport, body storage, and postmortems, etc.</li> <li>Answers calls if the Chief Coroner or Deputy Chief Coroner are unavailable and other duties as required</li> <li>Makes arrangements for an alternate scribe if the event is prolonged</li> </ul>
In-Charge Coroner	<ul> <li>Will be designated and briefed by the Deputy Chief Coroner</li> <li>Attends the scene prepared with their Coroner Kit</li> <li>Reports to the Deputy Chief Coroner</li> <li>SCS lead on scene, assuming management responsibility for the scene</li> <li>Wears the coroner vest with In-Charge Coroner on scene</li> <li>Liaises with first responder on-scene commanders (e.g. police, fire, EMS, etc.)</li> <li>Directs all SCS work on scene, including managing and directing the Assisting Coroners</li> <li>Completes the Report of Coroner (ROC)</li> </ul>
Assisting Coroner	<ul> <li>Attends the scene prepared with their Coroner Kit</li> <li>Wears their coroner vest</li> <li>Assists the In-Charge Coroner on scene, as directed with duties as required</li> <li>May take responsibility, as directed, for specific tasks (e.g. transportation, temporary morgue, identification, liaising with families, etc.)</li> </ul>

Scene Scribe	Attends the scene
	Assists the In-Charge Coroner on scene, with duties as required
	Documents all decisions made by the In-Charge Coroner
	Attends all meetings with the In-Charge Coroner when conferencing
	with other first responder commanders
Transport	Advise EOC of transportation required
	Locate staging area for transport provider
	Contact transportation provider and provide details from scene
Identification	• Liaise with police for Forensic Identification assistance and photographs
(May need more than	of the scene before decedents are removed
one Assisting Coroner,	Oversee that bodies and remains are properly placed in body bags
depending on scene	and/or containers
size)	Coordinate with transport and temporary morgue representatives
	Ensure warrants for post-mortems are completed
Morgue	Attend to the temporary morgue site
	Prepare to receive bodies/remains
	Determine a location to meet with families
Family Liaison	Contact point for families/next of kin
	Facilitates information flow and updates to families/next of kin
	regarding transportation, morgue location, identification procedures,
	and viewing alternatives
	One representative required on-scene if the family is at the scene
	One representative will be required at the temporary morgue
Additional Roles, as	• These may include, but are not limited to: Body Recovery Lead, Morgue
assigned by the In-	Lead, Identification Lead, Transport Lead, Hospital Lead,
Charge Coroner	Equipment/Supply Lead, etc.

# Appendix C

## **Initial Incident Assessment and Scene Recovery Checklist**

For use by the In-Charge Coroner on scene to document and relay key information to the Deputy Chief Coroner. This information is essential to ensure appropriate communications between the scene and central office and to allow for effective logistics and planning support to be provided to those on scene.

#### Saskatchewan Coroners Service – Emergency Call Line: 306-787-1051 RCMP District Emergency Operations Centre (DEOC) Call Line: 306-780-7056

Date:	Time:
Location of Incident:	Emergency declared: <b>EOC</b> , if applicable:
Town / Rural Municipality:	🗆 Yes 🗆 No 🔅 Provincial
Best access route:	Provincial EOC notified: 🛛 Municipal:
	□ Yes □ No
Type of Incident:	Type of Transportation Incident, if applicable:
□ Transportation→	□ Aircraft
Weather:	🗆 Train
Criminal:	□ Bus
Work site:	Motor vehicle
Infectious / Epidemic:	Capacity:
Other:	Number of Passengers:
Victim Identification:	Carrier/Company:
Open (unknown) Closed (known)	
Police Agency of Jurisdiction:	Weather/Natural Element Considerations:
	Freezing temp Extreme heat
Contact Name:	Precipitation Wild animals
Phone #:	Wind Flood risk
Scene Hazards:	Scene Declared Safe, if applicable:
Chemical	
Biological	Ву:
Radioactive	Time
Other:	Time:
Scene Access (check all applicable):	Scene Security (check all applicable):
Paved	Law enforcement to maintain security
No special equipment needed	□ Air space required to be secured
Paved access nearby	□ ID system to limit individuals on scene
Access by regular vehicles	□ Log to record number of workers on scene
4WD needed	□ All workers informed of policies on scene (no
Difficult terrain	photos, etc.)
Special access vehicles required:	
Excavation equipment required	
<b>Estimated Fatalities</b> (note number if known):	<b>Estimated Survivors</b> (note number if known):
□ <5 □ 25-50	
□ 5-15 □ 50-100	□ 5-15 □ 50-100
□ 15-25 □ 100+ □ <i>may be more</i>	□ 15-25 □ 100+ □ may be more

Hospitals Involved:	Condition of Remains:
Hospital 1:	Intact bodies
Hospital 2:	Facial trauma
Hospital 3:	Dismembered:%
Hospital 4:	Charred
Hospital 5:	Significant decomposition
Temporary Holding:	Log for all remains placed into site
Site needed?   Yes  No	No stacking of remains
Location of Temporary Holding:	Remain locked at all times when not in use
	Log for next of kin contact information
Transportation to Incident Morgue:	Chain of custody for all remains transported
Transport needed?   Yes  No	No stacking of remains
Transporters:	Police escort
Funeral homes	
□ Other:	
Equipment and Supplies:	
Request scene recovery equipment to be	
delivered to scene	
Requested to:	
Date/time:	

## **Appendix D** Guidelines: Temporary Morgue / Body Holding Area

- 1. Ensure the temporary morgue / body holding area is secure and locked when unattended.
- 2. Security must be in place to control access while open.
- 3. If windows are present, covers should be installed for confidentiality and security.
- 4. If bodies are intact, ensure they are face up in the body bags to facilitate visual identification.
- 5. Bodies stored directly on a frozen surface will be at least partially frozen and will require thawing before autopsy. If possible, the bodies should be placed on wooden pallets or sheets of plywood on 2x4 rib supports.
- 6. Bodies should be laid out in a manner that will allow easy access.
- 7. A grid map of the bodies in the temporary morgue may be established as diagrammed below:

