

GENERAL ORDER

PORT WASHINGTON POLICE DEPARTMENT

SUBJECT:	CRITICAL INCIDENTS - ALL HAZARD PLAN	NUMBER:	13.1.1
		ISSUED:	1/29/10
SCOPE:	All Police Personnel	EFFECTIVE:	1/29/10
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- INDEX AS:**
- Acts of Terrorism
 - Bomb Threats
 - Civil Disturbances
 - Critical Incidents
 - Equipment Inspections
 - Hostage/Barricaded person's situations
 - Mass Arrests
 - Unusual incidents or disasters

PURPOSE: The purpose of this order is to serve as a guide for responding to and managing a natural or man-made disaster, emergency, or other critical incident that affects the community. The intent is to provide the on-scene supervisor with procedures for coordinating efforts with other agencies and resources necessary to effectively manage a large scale event. The level of resources required to manage an incident will depend upon the type, scope and duration of the event. Port Washington is a member of the Ozaukee County-Washington County Suburban Mutual Assistance response team (SMART).

This Order facilitates organized preparedness by establishing command responsibility and the tactical, operational and reporting procedures to maintain control.

This Order consists of the following numbered sections:

- I. POLICY
- II. DEFINITIONS
- III. COMMAND AND CONTROL
- IV. UNUSUAL INCIDENTS OR DISASTERS

- V. ACTS OF TERRORISM
- VI. CIVIL DISTURBANCES
- VII. MASS ARRESTS
- VIII. BOMB THREATS AND EMERGENCIES
- IX. HOSTAGE/BARRICADED PERSON SITUATIONS
- X. SEARCH AND RESCUE TEAMS
- XI. EQUIPMENT INSPECTION AND ANNUAL POLICY REVIEW

I. POLICY

A. In general, it will be the intent of any emergency operation undertaken by the department to preserve life first, and then property. Tactics will focus on the continued use of containment and resolution techniques that place the highest priority on minimizing the risk for the loss of life.

B. The objective of this policy is to prepare the department:

1. To handle and control an event and bring it to a safe conclusion.
2. To facilitate the collection and appraisal of sufficient intelligence data to determine the magnitude of any given incident.
3. To provide for the orderly and efficient assembly resources including personnel, supplies, and equipment to ensure the proper and expeditious handling of incidents. To determine the need for training and education of department personnel to include techniques and procedures necessary for the successful handling of each incident.
4. To provide for the orderly and efficient coordination of all other agencies, departments, or organizations considered necessary and appropriate to the successful handling of incidents.

C. The primary police responsibilities when responding to critical incidents are:

- Protection of life, safety, and property.
- Scene security and perimeter control.
- Traffic and crowd control.

- Public warnings and evacuation.
- Protection of critical facilities and resources.
- Investigation of criminal activity.

II. DEFINITIONS

- A. **BOMB:** Any destructive explosive device capable of causing bodily harm, great bodily harm, death or property damage. It includes military ordnance, commercial explosives, improvised explosive devices, and certain incendiary devices. It does not include ammunition for any rifle, shotgun, pistol, or most fireworks.
- B. **CIVIL DISTURBANCE:** An unlawful assembly that constitutes a breach of the peace or any assembly of persons where there is imminent danger of collective violence, destruction of property or other unlawful acts.
- C. **UNUSUAL INCIDENT OR DISASTER:** Any natural or man-made event, or any other hazardous occurrence of unusual or severe effect, threatening or causing extensive damage to life and/or property and requiring extraordinary measures to protect lives, meet human needs and achieve recovery.
- D. **ACTIVE SHOOTER:** An active shooter incident is different than a hostage or barricaded subject situation. In an active shooter incident, the suspect(s)'s activity is immediately causing death or serious bodily harm. The situation is dynamic in that the suspect's activity is not contained, and there is immediate risk of death or serious injury to potential victims. A hostage or barricaded subject incident is a static situation; whereas, an active shooter incident is a dynamic situation requiring immediate tactical intervention from on-scene police personnel.
- E. **BARRICADED PERSON:** Incident in which one or more persons take refuge at a location and either use or threaten to use force to repel apprehension attempts. Generally, this situation differs from a hostage situation only in that a hostage has not been taken.
- F. **FIELD COMMAND POST:** A temporary base of operation for the field supervisor strategically located relative to the scene of the incident, in a safe position. It will be used for establishing communications, deployment of personnel, and generally managing the situation. Changing conditions or discovery of available facilities may cause a change of location. A protracted situation may require establishment of a more permanent command post with more complete facilities and amenities.

- G. HOSTAGE NEGOTIATION TEAM: Selected members of the Ozaukee County Special Response Team who have been trained to negotiate in hostage type situations.
- H. HOSTAGE SITUATION: Incident in which one or more persons take and unlawfully hold other persons against their will by the use or threat of use of force. The perpetrator may subsequently make demands to secure freedom or other items, using the hostages as a bargaining tool.
- I. SNIPER SITUATION: Incident in which a person or persons, with firearms, take some vantage point or position for the purpose of intentionally endangering the lives of others for a variety of reasons.

III. COMMAND AND CONTROL

A. Incident Command

1. The ranking supervisor or Officer at the scene shall assume command of the incident unless relieved by a higher-ranking officer in the Chain of Command. The Incident Commander is responsible for command and coordination of all resources at the scene, including personnel and resources from other agencies. For events involving multiple disciplines, a Unified Command should be established.
2. The supervisor or Senior Officer in charge will establish a command post and institute the Incident Command System. The Supervisor or Senior officer will act as the incident commander until relieved by a ranking authority.
3. The incident commander shall exercise command and control over all resources committed to the incident and is responsible for the coordination of personnel and equipment. The incident commander is responsible for coordinating recovery efforts with emergency management personnel and preparing for demobilization.
4. The Department will conduct annual training on the Incident Command System for affected personnel.

B. Supervisor Protocol

1. When confronted with a disaster, emergency or other critical incident the on-scene supervisor should follow this basic outline to help establish control of the situation.

- a) Determine scope of incident (casualties/damage) and whether the incident has the potential to expand or escalate.
- b) Establish a command post near the scene. Institute ICS and establish additional assignments as necessary.
- c) Establish a perimeter, identify safe entry/exit routes and provide for traffic control. Commence primary police services. Protect critical facilities and resources where appropriate.
- d) Determine communications needs, which may include restricted frequencies and interoperability with responding agencies.
- e) Determine manpower needs: immediate needs, long-term needs and maintenance of police coverage of unaffected areas. Mutual aid, SMART and mobilization of off-duty personnel should be considered when necessary. Make emergency notifications.
- f) Determine equipment needs and availability. If necessary equipment is not available, it may be requested from other agencies or rented/purchased upon approval of the Chief of Police or his designee. Determine transportation needs and arrange for transportation of officers from staging area to assignments when necessary.
- g) Assign a Public Information Officer (PIO) to provide media briefings. The PIO can also provide public information duties and help maintain community relations.
- h) Establish a liaison to coordinate with involved agencies. As needed, assign the Court Officer or other liaison to coordinate with the District Attorney's Office on matters of prosecution and legal authority.
- i) Establish procedures for returning to normal police operations once the incident has ended. Includes site clean up or security, accounting and release of personnel and equipment, and assignment of any post-occurrence duties. Ensure that all necessary reports are completed and prepare an after-action report, if requested.

IV. UNUSUAL INCIDENTS OR DISASTERS

- A. In the event of a natural or man-made disaster, all radio communications shall be restricted to a designated frequency for all personnel involved in the coordination of disaster procedures.
- B. Duties of the first officer on the scene:
 - 1. Primary Tasks:
 - a) Observe and evaluate the nature and scope of the disaster.
 - b) Provide an appraisal of the disaster to the Ozaukee County 911 Center, on-duty officers, and supervisor(s).
 - 2. Only when the above primary tasks are completed and thoroughly executed, should officers become involved in actual control measures.
- C. Duties of the supervisor or senior officer after primary tasks have been completed.
 - 1. Assume command of the incident unless directly relieved by higher authority.
 - 2. Immediately identify the area of greatest danger and communicate to other responders.
 - 3. Establish an inner perimeter to control and contain the incident.
 - a) Perimeter control shall be maintained and a situation map detailing key locations shall be established for all involved personnel.
 - b) Bystanders and non-involved groups shall be directed to leave.
 - c) Only authorized emergency personnel/vehicles shall be permitted to enter.
 - 4. Establish an outer perimeter for crowd control, and to control movement of resources to and from the scene. The outer perimeter shall:
 - a) Encircle the inner perimeter at a safe distance.
 - b) Provide for re-routing of traffic and emergency access routes.
 - c) Provide space for staging area, triage center, media briefing center, etc.

5. Establish a command post.
 - a) The ranking on-scene police and fire supervisors should jointly establish a joint command post.
 - b) The command post should be located inside the outer perimeter.
 - c) The use of situation maps in the command post can be helpful to clearly show the deployment of personnel and other resources.
 6. Establish a staging area for the management of responding resources.
 - a) Located close to, but a safe distance from the command post and incident site for responding personnel and equipment to assemble, be briefed, and stand-by awaiting orders to respond.
 - b) Designate someone to control all staging area activity, and to document such activity.
 - c) Identify and request additional resources.
- D. Evaluation of the incident shall be communicated to all involved personnel, including:
1. Location of the emergency
 2. Type of emergency
 3. Size of involved area
 4. Number of casualties
 5. Type of structure(s) involved
 6. Additional assistance required
- E. Casualty Information: Casualty figures including known dead or injured may be released to the media by the Public Information Officer. Names and/or addresses or other identifying data pertaining to casualties will not be released until confirmed notification of next of kin.
- F. Community Relations/Public Information: Media briefings will be conducted by the Public Information Officer. Briefings will be conducted at a predetermined location. Briefings will include:
1. Imminent or present hazards to the public
 2. Casualty figures

3. Property damage
 4. Warnings against looting or other criminal acts
- G. Other agency support: Mutual aid support from other law enforcement agencies will be requested as needs arise by the incident commander.
- H. Military Support: Military support may be requested through the Office of Emergency Government under the following conditions:
1. Supplement local police resources for traffic control, evacuation, and stabilization.
 2. Provide emergency communication.
 3. Provide special equipment.
 4. Provide additional security.
- I. Public facility security: Fixed security posts shall be established at designated locations when required.
- J. Traffic Control
1. During a disaster, traffic control will become a serious problem. Emergency lanes must be kept open for police, fire, and rescue. Crowds must be kept away. The problem of traffic control may be compounded by the need for officers to provide more necessary services. While traffic control is a police function and responsibility, it may be delegated to other personnel.
 2. Traffic should be rerouted to bypass the emergency area. Only persons with a vital interest should be permitted access. The media should be notified to warn traffic to stay away from the area.
- K. Equipment Requirements: Resources are available from multiple sources to assist during and after a disaster. Besides the City's resources, personnel and equipment may be secured from other government agencies and private contractors. Careful records need to be maintained as to persons, equipment, and supplies used, time needed or present, and agreed upon terms and authorization.
- L. Transportation: The scale and type of the emergency may necessitate movement of persons in varying numbers.

M. De-escalation Procedures

1. The duration of an emergency will determine the length of restrictions. Once the immediate emergency has been handled, limited access to an affected area may be necessary. The media may assist by making announcements of changing conditions or for special requests. Entry into the involved area will depend upon conditions as viewed by the incident commander. Entry criteria for limited access will be:
 - a) Residents with valid identification
 - b) Public utility employees
 - c) News media with proper identification
 - d) Owners and managers of businesses
 - e) Others, as designated.
2. When the incident has been de-escalated, efforts should be made to relieve support personnel of their duties. In addition, scheduling should be arranged in a manner aimed at returning to normal operations.

N. Rumor Control: Factual and necessary information must be provided to the public through the media to help minimize harmful rumors in a time of emergency. The Public Information Officer will be responsible for rumor control.

O. Availability for Command: The Chief of Police shall be in command and have control over all civil law enforcement resources committed during an unusual occurrence. When absent, the chain of command will be followed.

P. Post-occurrence Duties: Numerous duties need to be handled in the aftermath of a disaster including the following:

1. Re-supply of expended materials
2. Repair of damaged equipment
3. Replacement of lost or missing items
4. Resumption of normal activities
5. Post incident de-briefing

Q. After Action Reports: As much as possible, reports are to be completed throughout the incident. As soon as practical after the emergency, the staff shall meet for a critique of the incident. Problems encountered during the incident will be discussed. A final report shall include the specific functions that were performed by the police department and an analysis of both the efficiency and effectiveness of the police response.

V. ACTS OF TERRORISM

A. The same procedures as outlined in IV. UNUSUAL INCIDENTS OR DISASTERS will be followed.

VI. CIVIL DISTURBANCES

A. Officers may encounter various situations in which there is public disorder or acts of violence. Officers shall attempt to preserve order and protect persons and property by using what resources are available.

B. Officers will try to preserve the peace and decrease the likelihood of disorder when dealing with potentially disruptive situations. The protection of property and apprehension of persons violating laws will be attempted when it is reasonable to do so.

C. Upon arriving at the scene of a disorderly group, officers should immediately try to evaluate the situation and inform the Ozaukee County 911 center. When the group does not appear to be a serious threat to the officers, an attempt should be made to resolve the call in a peaceful manner without escalation of the incident.

D. The on-scene supervisor or senior officer must weigh the effects of taking enforcement action considering the following:

1. The potential of further disorder
2. The safety of personnel
3. The severity of the law violations
4. The resources available

E. The supervisor or senior officer must then consider the following response:

1. Communicating with participants in an attempt to end the situation non-violently. This may need to be done in a non-threatening manner.
2. Selectively arresting law violators

3. Withdrawal from the immediate scene when resources are not readily available to effectively handle the situation.
 4. Request Mutual Aid from neighboring agencies, active S.M.A.R.T. callout if necessary.
- F. When the group is involved in violence or destructive behavior beyond the immediate capability of the responding officers, additional assistance should be requested. Behavior at this point then becomes a riot, which is characterized by:
1. Breakdown in normal social order.
 2. Mass disorderly conduct.
 3. A resistance to authority.
- G. In the event of a large scale riot, the procedures outlined in the Unusual Incidents or Disasters section of this order should be followed.
- H. After-Action Reports: Necessary reports are to be completed and reviewed once the crisis has ended. A report of the causes and results of the disturbance must be prepared for administrative review. As soon as possible following resolution of the crisis, the staff shall meet for a critique of the incident. A final report shall include the causes and results of the disturbance, and what corrective actions must be undertaken to minimize the potential for future occurrences.

VII. MASS ARRESTS

- A. During the course of civil disturbances, it may be necessary to make arrests of numerous individuals over a relatively short period of time. In order for this process to be handled efficiently, safely and legally, the OIC should ensure that
1. An arrest team is designated to process all prisoners for purposes of transportation.
 2. An adequate number of vehicles are made available to remove the prisoners to the detention center.
 3. An adequate secure area is designated in the field for holding prisoners after initial booking and while awaiting transportation.
 4. All arrested individuals are searched, photographed and properly identified prior to transportation to the detention center for formal booking.
 5. All injured prisoners are provided medical attention prior to being booked.

6. All arrested juveniles are handled in accordance with this department's procedures for the arrest, transportation and detention of juveniles.
7. All evidence and weapons taken from arrestees are processed in accordance with this department's policy on the preservation and custody of evidence.

VIII. BOMB THREATS AND EMERGENCIES

A. Whether receiving a bomb threat directly, or through a third party, department personnel must attempt to obtain the following information:

1. The address and specific location of the bomb,
2. The time of the threat,
3. The time of planned detonation,
4. The type of bomb,
5. The type of threat, or motive (ransom, forced building closure, revenge, etc.),
6. How the threat was received (phone, mail, note, computer, etc.),
7. Any caller description: voice characteristics, accent, sex, age, race, excitement level, rate of speech, background noises, etc.).

B. Police Response

1. The supervisor or senior officer should be immediately notified of the incident. The property owner will be notified if the threat was not received by them directly.
2. Initially a field supervisor and a minimum of two patrol units will be sent to the scene.
3. The on-scene supervisor or senior officer will determine the need for a fire department response.
4. The use of mobile and portable radios and cell phones should be avoided in the threat area.
5. Evacuation of privately owned property will be the sole responsibility of the person in charge of the property. School building administrators will make evacuation decisions regarding school facilities.

6. Other public buildings and any building where a bomb, or suspected bomb is found, will be evacuated.
 7. When an evacuation occurs, all civilian personnel must remain behind an outer perimeter established a minimum of 1000 feet in radius from the suspected bomb. Officers should be aware of the possibility of secondary devices.
 8. When a bomb threat specifies a detonation time and a building is evacuated, evacuees will remain behind the outer perimeter for a minimum of 30 minutes beyond the declared detonation time.
 9. NOTE: Whenever a bomb emergency exists, or a threat evolves into an emergency, the on-scene supervisor will institute the procedures outlined in the unusual incidents or disasters section of this Order.
 10. If a search of the building is done, officers should have the aid of someone familiar with the building that can identify out of place items. Searches should be slow and methodical. Start at the building's perimeter, and work from the lower floors up. Avoid the use of radio transmitters or any device that could electronically trigger a bomb.
 11. Whenever a suspected bomb is found, no one, including officers, should touch or in any way interact with the device. Personnel will retreat to safety.
- C. The Port Washington Police Department has no bomb squad. Handling of suspect objects will only be done by qualified technicians. Milwaukee Sheriff's Dept. Bomb Squad shall be called to cover handling of suspect objects or bombs.
- D. After any bomb emergency, members of the Department's Evidence Technician Team will work in concert with any other involved agencies in evidence collection and thorough investigation of the incident.

IX. Hostage/barricaded person situations

- A. The primary objective of the department in hostage and barricaded person incidents is the preservation of lives.
- B. The secondary objectives shall be:
 1. Apprehension of suspects
 2. Recovery of property

- C. First Officer: The first officer on the scene who determines that a hostage/barricade situation is developing and that it is not an active shooter incident, shall take the following actions:
1. Notify the Ozaukee County Consolidated 911 center of the situation and request the Officer in Charge to respond to the scene,
 2. With the assistance of other officers, establish an inner perimeter first; then an outer perimeter. The inner perimeter is used to contain the subject; the outer perimeter is used to restrict access to the scene.
 3. Effect the removal of innocent bystanders or persons from the danger area with due respect for the safety of all concerned. Injured persons will receive first priority.
- D. Officer in Charge: The Officer in Charge upon arrival shall be the Incident Commander and remain so until relieved from higher authority. The Incident Commander shall evaluate the situation and request additional personnel as needed to take the following actions:
1. Establish a field command post. All personnel responding shall report to that location. The command post should be as close to the scene as possible without being in danger. Considerations for the command post site should include availability of telephone communications, convenience and shelter. A tactical briefing will be held to ensure that all parties are current on available information and well-coordinated.
 2. Affirm the outer perimeter. Exclude all traffic and ensure that all vehicles are parked in a manner not to obstruct emergency vehicles.
 3. Notify the Chief of Police and/or his designee and advise of an existing SRT situation. Approval for activation of the Ozaukee County SRT will be the decision of the Chief of Police or designee if time permits.

- E. In the event of a critical emergency and providing neither the Chief of Police nor designee are able to be contacted, the Officer in Charge shall make the decision whether or not to request the Ozaukee County SRT, based on the following criteria:
1. The suspect/s is probably armed.
 2. The suspect/s is believed to have been involved in a criminal act or is a significant threat to the lives and safety of citizens and/or police.
 3. The suspect/s is in a position of advantage, affording cover and concealment; or is contained in an open area and the presence or approach of police officers could precipitate an adverse reaction by the suspect.
 4. The suspect/s has refused to submit to an arrest, or has not responded to attempts at communication by the police.
- F. Upon deciding to activate the Ozaukee County SRT, the officer in Charge will advise the Ozaukee County Consolidation 911 center to contact the Ozaukee County Sheriff's Department to request the SRT response for our department. The Ozaukee County Sheriff's Department will follow their protocol for activating the SRT and contacting their members to respond.
- G. The Incident Commander shall remain responsible for command and coordination of all resources at the scene, including personnel and resources from other agencies. For events involving multiple disciplines, a unified command should be established.
- H. The department Incident Commander retains responsibility for decisions related to the following:
1. All decisions relating to department policy.
 2. The use/deployment of department manpower.
 3. Approval of a tactical resolution of the incident by the tactical (SRT) unit.
 4. When/if to break off negotiations.
 5. When/if to allow an incident to become mobile, including provisions for chase/surveillance vehicles and control of travel routes.

- I. Request Support Units: Medical, fire and emergency management personnel, and equipment will be requested. All responding resources will be directed to stand by in a secure staging area in the event they are needed.
- J. Tactical Plan: When the tactical plan has been developed and approved, and all specific personnel are in place, the Hostage negotiations team of the Ozaukee County SRT team will attempt to make contact with the subject. Negotiations team members will attempt to have direct contact with the subject. Once contact is established, negotiators will attempt to resolve the issues and bring the situation to a peaceful conclusion. Permissible topics of negotiation include items such as food, drink and similar comfort items. Permitting additional persons, weapons and ammunition into the subject's area will not be permitted.
- K. Tactical Command: If negotiations are unsuccessful, and the Incident Commander determines that the use of force is necessary, the Incident Commander will turn execution of the decision over to the tactical team leader who will direct the operation.
- L. Public Information Officer: Refer to Public Information Policy.
- M. After-Action Reporting: Following resolution of the situation, the Incident Commander shall submit a written critique of the operation including a summary of the incident, resources used, and facts supporting operational decisions made.

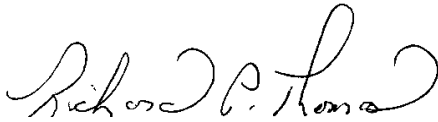
X. SEARCH, RESCUE AND RECOVERY TEAMS

- A. Search and Rescue teams are specialized units and/or volunteers who are available to assist 1st responders at incidents often requiring special, technical rescue capabilities when there is a chance to save life. These units are primarily used for missing children, adult wanderers and those with Alzheimer's disease.
- B. Search and Recovery teams are called upon when life-saving is no longer the goal and to assist in the recovery of victims. Such teams may also be used to assist law enforcement in the gathering, documenting and preservation of evidence at the scene of such occurrences. An example of a Search and Recovery team function is locating and recovering the body of a drowning victim and related evidence.
- C. The Port Washington Fire Department should be contacted whenever the assistance of either a Search and Rescue or Search and Recovery team is needed.

XI. EQUIPMENT INSPECTION AND ANNUAL POLICY REVIEW

- A. Any special department equipment with the potential for use in unusual circumstances, including the Emergency Operations Center, will be inspected and tested quarterly for operational readiness. Some of this equipment is carried in marked squad cars, and inspections will be conducted by Shift patrol supervisors.
- B. The Chief of Police or the Chief's designee will conduct an annual review of the department's Emergency Operations Manual and shall update the plan as necessary to ensure all procedures are in accordance with the needs of the department.

APPROVED:



Chief Richard P. Thomas

DATE:

5/13/10

Revised 5/13/10