MANAGING THE INITIAL RESPONSE TO CRITICAL INCIDENTS AND PREPLANNED EVENTS

EVERETT POLICE DEPARTMENT POLICY & PROCEDURE NO. **7.06**	ISSUE DATE: 6 FEB 2015
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MASSACHUSETTS POLICE ACCREDITATION STANDARDS REFERENCED: **46.1.1; 46.1.2; 46.1.3; 46.1.4; 46.1.5; 46.1.6; 46.1.7; 46.1.8; 46.1.9; 46.2.7;**	REVISION DATE: _____

I. GENERAL CONSIDERATIONS AND GUIDELINES

A. In response to some of the issues and concerns that developed in the immediate aftermath of the Boston Marathon Bombings that occurred beginning on April 15th 2013 and continued at various stages throughout the week including on April 19th in the Town of Watertown in pursuing the bombing suspects including but not limited to self-deployment and command and control of police personnel, a group of law enforcement officials with specific subject matter expertise convened for several months in 2013-2014 and formed the Police Executives Multi-Level Response Planning Committee to formulate a comprehensive protocol for managing the initial response to critical incidents and/or events.   The content of those recommendations which were codified on March 15, 2014 by the Committee in the form of the "*Recommended Protocol for Managing Initial Response to Critical Incidents*" have been converted into the following model policy format by the Massachusetts Major City Police Chiefs Association with the intention that they will be utilized by Law Enforcement Agencies and Law Enforcement Councils across the Commonwealth.

B. **CONTRIBUTING AGENCIES:**

1. Executive Office of Public Safety and Security [EOPSS]
2. Boston Police Department [BPD]
3. Cape Cod Regional Law Enforcement Council

4. Central Massachusetts Law Enforcement Council [CEMLEC]
5. Massachusetts Bay Transportation Authority Transit Police
6. Massachusetts Chiefs of Police Association [MCOPA]
7. Massachusetts Major City Chiefs [MMCC]
8. Massachusetts State Police [MSP]
9. Metropolitan Law Enforcement Council [MetroLEC]
10. Northeast Massachusetts Law Enforcement Council [NEMLEC]
11. Southeast Massachusetts Law Enforcement Council (SEMLEC]

II.   PROCEDURES

A.   **ICS RESPONSE**: The Incident Command System (ICS) provides the basis for response under this protocol once an incident or preplanned event requires either:
1. more than a single agency response,
2. is multijurisdictional,
3. extends into multiple operational periods, or
4. requires the assistance of highly trained and specialized resources to assist in the tactical response and/or management of the incident or preplanned event.

B.   **INCIDENT COMMANDER's TASKS**: The initial arriving Critical Incident Responder / Supervisor shall be critical for assessing the nature and extent of incidents and for initiating an ICS-based response when needed. Upon arrival at the incident, the initial arriving Critical Incident Responder / Supervisor shall become the Incident Commander until he/she is relieved or command is transferred. The initial arriving Critical Incident Responder / Supervisor shall ensure that the following critical tasks are initiated:
- **Determine nature & scope** of incident.
- **Establish command & Command Post**. Announce by radio to be logged by Dispatch.
- **Establish communications**, esp. with Dispatch and assigned officers.
- **Hot Zone**: **Identify and secure**. Announce by radio.
- **Establish inner & outer perimeters**. Announce by radio.
- **Request resources as needed**. Cancel request once needed resources have arrived.
- **Staging Area**: establish and secure between inner & out perimeter. Announce by radio.
- **Designate Staging Area Manager**. Announce by radio.
- **Consider needs of special populations**:

- o *schools – hospitals – nursing homes – known disabled persons.*
- **Reassess each step periodically.**
- **Designate a Public Information Officer ("PIO").**
  - o *PIO: Establish a Media Staging Area in consultation with the Incident Commander.*
  - o *All media inquiries shall be directed to the designated PIO.*
    - o **Note:** It is imperative that the Uniformed Command *"Speak with one consistent voice".*

C. <u>**UNIFIED COMMAND**</u>: Depending on the circumstances involved, the Incident Commander may be a Police, Fire / Rescue, EMS, Federal, or other official. Where substantial police and fire/rescue objectives or resources are involved, a ***<u>Unified Command</u>*** will often be created, including senior fire and police officials, as well as officials from other public or private sector agencies / organizations with a major stake/role in the incident/event.

- **Note:** In the event of a Hazardous Materials Incident, a Unified Command shall be established pursuant to the Superfund Amendments and Reauthorization Act (SARA) which amended the <u>Comprehensive Environmental Response, Compensation, and Liability Act</u> (CERCLA) on October 17, 1986.

D. <u>**INCIDENT COMMAND**</u>: All personnel responding to:

- a critical incident,
- request for assistance, or
- mutual aid request,
  - o including all police officers, sheriff's deputies, and state police officers from all departments and agencies, whether state, county, municipal, university or other recognized law enforcement entity, as well as Fire/Rescue, HAZMAT, Public Health, EMS, Public Works, and personnel from other assisting government and non-governmental agencies / organizations, etc., (hereafter: "Critical Incident Responders")

Officers responding to any critical incident requiring interagency assistance **<u>are subject to the direction and control of the Incident Commander</u>**, regardless of his / her rank, department or agency, for the duration of their service at that event and until relieved or

command is transferred. Supervisors from all departments and agencies are responsible for implementation of this requirement.

E. **SELF-DEPLOYMENT**: Uncontrolled deployments (sometimes referred to as self-deployment or self-dispatching), although initiated with good intentions, can create confusion, wreak havoc at crime and emergency scenes, and can lead to the destruction or inadmissibility of evidence, or injuries to self-dispatching individuals or assigned personnel. They are to be avoided. These and other forms of unauthorized and / or unreported presence at incidents / events, and unauthorized departures therefrom are inconsistent with ICS principals, and may not be eligible for compensation or reimbursement. The highest ranking supervisor responding from each agency is responsible for the control and coordination of all personnel from that agency and will coordinate that agency's response with the Incident Commander. The responding supervisor is responsible for deploying only the amount of personnel needed and requested by the Incident Commander.

F. **INCIDENT COMMAND POST**: The Incident Commander shall establish an Incident Command Post ("ICP"), (a building or vehicle) and advise Dispatch of that location. Dispatch shall advise all on-scene and responding personnel of that information. The Incident Commander shall remain at and operate from the Command Post. The Incident Commander may move the ICP if its location is threatened by expanding circumstances or hazards. If moved, its new location must be announced immediately to all personnel and Dispatch.

G. **LIAISON OFFICER**: The Incident Commander shall designate a Liaison Officer, who shall be the point of contact between all Critical Incident Responders and the Incident Commander. The Liaison Officer shall meet and brief all responding Agency Representatives at a location to be determined, such as the ICP or the Staging Area.

H. **STAGING AREA**: The Incident Commander shall establish a Staging Area between the inner and outer perimeters. It should be large enough to accommodate the required resources and close enough to the incident to make tactical deployments effective and timely. All responding resources shall respond to the Staging Area for check-in unless otherwise directed

by the Incident Commander. Resources should not respond to the ICP unless directed to do so by the Incident Commander or his designee.

I. STAGING AREA MANAGER: The Incident Commander shall designate a Staging Area Manager, who shall have authority for check-in and accountability of Critical Incident Responder arrivals and departures. The Staging Area Manager will remain in and operate from the Staging Area. All Critical Incident Responders shall report immediately upon arrival to the Staging Area Manager, and remain in the Staging Area until properly assigned.

J. DISPATCH NOTIFICATIONS: Dispatch shall notify critical incident responder agencies of:
- the location, type and known extent of the emergency;
- the name, rank and agency of the Incident Commander;
- the location of and directions to the Incident Command Post and the Staging Area;
- the name and agency of the Staging Area Manager

K. REQUESTS FOR ASSISTANCE: When requesting critical incident assistance, Incident Commanders, Staging Area Managers and Dispatchers should scale requests properly.
- *Avoid issuing generalized calls for help.*
- *Specify by name which agencies are being asked for assistance, how many personnel and any specialized skills needed (e.g.: negotiators, search-and-rescue, entry-team, etc.), along with requested special equipment types.*

L. CHECK IN OF ARRIVING UNITS: All arriving Critical Incident Responders shall immediately report to the Staging Area Manager (SAM) located at the Staging Area for check-in. The Staging Area Manager shall record the names, rank, agency, specialty, and equipment brought with them on NIMS ICS 211 Check-In-Form or other document.
- *After arrival and check-in at the Staging Area, one supervisor from each responding agency should report to the Incident Command Post or other location designated by the Incident Commander or Liaison Officer. That individual will serve as the responding agency's representative. That person should have authority delegated from*

his / her agency to make decisions on the deployment of his / her resources.

- *The SAM must carefully consider where arriving personnel are to park their vehicles. Blocking of streets, bridges, underpasses, etc., may hinder rapid arrival of essential emergency vehicles. Arriving personnel should park where designated by the SAM.*
- *Arriving personnel <u>shall remain at the Staging Area</u> until assigned by the Incident Commander or relieved.*
- *Personnel located at the Staging Area who intend to demobilize from the incident <u>shall contact the Staging Area Manager and await his / her authorization before departing</u>.*

M. **DEMOBILIZATION**: Agency Representatives wishing to demobilize their resources from the incident shall contact the Liaison Officer and await his / her authorization before departing; and must demobilize through and according to the direction of the Staging Area Manager.

- A proper demobilization plan shall be completed to accurately record departing personnel and resource check-out time, notation of any apparent physical injuries, critical incident stress-related concerns, and include notations of any damaged or lost equipment. NIMS ICS 221 Demobilization Check-Out Form or other suitable document should be utilized.

N. **CONSIDERATIONS FOR THE ESTABLISHMENT OF A UNIFIED COMMAND**: A determination must be made promptly whether to continue under an Incident Commander, or via establishment of a Unified Command. If a Unified Command is established, a single, coordinated Incident Action Plan (IAP) must be agreed upon, and an Operations Section Chief designated by agreement to implement it. The Incident Commander remains in command until relieved by the Unified Command. The name, agency and location of the Operations Section Chief must immediately be made known by Dispatch to all involved personnel and agencies.

- The Incident Commander or Unified Command must delegate the Planning Section Chief (PSC) to begin or expand the planning process by developing a single consolidated Incident Action Plan

with appropriate NIMS ICS 204 Assignment forms for each responding resource that will be assigned to a Division or Group Supervisor, or Strike Team or Task Force Leader.

O. ICS-BASED OPERATIONS: All supervisors from Critical Incident Responder agencies have a continuing duty to support ICS-based operations, particularly with regard to unity of command, for the duration of the incident or event.

*** **_END OF PROTOCOL_** ***

Notes:

1. This document assumes working knowledge of the Incident Command System. As such, it does not define and explain ICS terminology and the responsibilities of various ICS officers (e.g.: that a Logistics Section Chief has certain specific responsibilities, and that these will vary based upon the nature and extent of the emergency, the number of units assigned to the incident, and their operational and other needs).

2. NIMS / ICS is useful in both "critical incidents" and "events".
    "Critical Incidents" are unplanned situations requiring emergency response. Examples:

    *   Critical infrastructure failure (major black-out, or loss of drinking water or natural gas supplies)
    *   Cyber or technology crisis
    *   Hazardous materials ("Haz-mat") spills or releases
    *   Hostage takings
    *   Man-made disasters: building- or wild-fires, motor-vehicle crashes, industrial accidents, train derailments, building collapses, etc.

    *   Medical emergencies
    *   Motor vehicle crashes
    *   Natural disasters such as blizzards, fire, flood, ice storms, hurricanes, tornadoes, etc.
    *   Search and Rescue operations
    *   Terrorist attacks

    "Events" are planned situations. Examples:

    *   Fairs, carnivals and other gatherings
    *   Parades and ceremonies
    *   Public ceremonies (inaugurations, Independence Day, other holiday celebrations, etc.)
    *   Public protests
    *   Scheduled athletic events (professional, collegiate, high school, etc.),
    *   Training exercises

3. An "uncontrolled deployment" is any deployment at a critical incident scene not specifically requested by the Incident Commander or his/her designee.

Quick Guide to Initiating Mutual Aid and LEC Procedures

Critical Incident Responders / Supervisors / Incident Commander:

- **Determine nature & scope** of incident.
- **Establish command, Incident Commander, & Command Post**. Announce by radio.
- **Establish communications**, esp. with Dispatch and assigned officers.
- **Hot Zone**: **Identify and secure**. Announce by radio.
- **Establish inner & outer perimeters**. Announce by radio.
- **Request needed resources**.
- **Staging Area**: Establish and secure between inner & out perimeter. Announce by radio.
- **Designate Staging Area Manager**. Announce by radio.
- **Consider needs of special populations**:
  o *schools – hospitals – nursing homes – known disabled persons.*
- **Reassess each step periodically.**
- **Designate a Public Information Officer ("PIO").**
  o *All media inquiries shall be directed to the PIO ("Speak with one voice").*

Critical Incident Responders / Supervisors Arriving to Assist:

- **Report immediately to Staging Area Manager**. Provide names, ranks, and specialties of arriving officers and list of equipment brought.
  o *Where possible, transmit electronically to Staging Area Manager while en route.*
- **Promptly offer assistance** to the Incident Commander, Liaison Officer or Staging Area Manager ("*What do you need me to do?").* Until assigned: standby to assist.
  When assigned: promptly report to your assigned area of operation and begin.
- **Assist** Incident Commander, Staging Area Manager and other ICS Command and Staff Officers **by insuring ICS compliance by all responding personnel, especially with unity of command.**

Dispatchers and Headquarters Supervisors:

- Immediately add personnel to communications area to assist with call volume.
- Designate one Dispatcher as Primary for emergency incident.
- Designate another for routine calls (*routine business continues and must be handled)*
- Consider with PIO whether community notifications advisable (*e.g.: Reverse 911 calls, Social Media Accounts such as Twitter, Facebook, etc.*).
- Draft simple, accurate statement for media or curious callers; then refer to PIO.
- Properly scale requests for outside assistance.
  - *Obtain the personnel and equipment needed;*
  - *Avoid excessive responses, which create confusion for all involved.*
  - *Avoid generalized calls for help.*

Police Executives' Multi-Level Response Planning Committee
Recommendation of Protocol Adoption

March 25, 2014

The Committee was composed of designated representatives from the following (see Appendix):

- **The Executive Office of Public Safety and Security**
- **The Boston Police Department**
- **The Cape Cod Regional Law Enforcement Council**
- **The Central Massachusetts Law Enforcement Council**
- **The Massachusetts Bay Transportation Authority Transit Police**
- **The Massachusetts Chiefs of Police Association**
- **The Massachusetts Major City Chiefs**
- **The Massachusetts State Police**
- **The Metropolitan Law Enforcement Council**
- **The Northeast Massachusetts Law Enforcement Council**
- **The Southeast Massachusetts Law Enforcement Council**

The Committee, by unanimous vote taken at its meeting of February 24, 2014, recommended adoption of *The Protocol for Managing Initial Response to Critical Incidents* by the Massachusetts Chiefs of Police Association and by the Massachusetts Major City Chiefs*;* and recommends that both associations recommend adoption of the *Protocol* by the Municipal Police Training Committee for inclusion in the required curricula at future Basic Training programs for new police officers; and at future required annual professional development trainings for veteran officers.

Note: The Massachusetts State Police, at the Committee meeting of February 24, 2014, announced adoption of the Protocol for inclusion in the curriculum of future State Police Recruit Training Classes, and in appropriate Professional Development Trainings.

ATTEST:

s/ Terrence B. Downes

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Terrence B. Downes, Esq., Committee Facilitator

Executive Director - Program on Homeland Security

Middlesex Community College

Appendix

The Committee was composed of the following agencies, councils and departments. Delegates listed in italics.

EOPPS/MEMA

Kurt N. Schwartz, Esq. Undersecretary for Homeland Security and Emergency Management, Executive Office of Public Safety and Security; Christine Packard, Deputy Director – Massachusetts Emergency Management Agency

BOSTON POLICE DEPARTMENT

Patrick Crossen, Captain – Boston Police Department; Kevin McGoldrick, Lieutenant – Boston Police Department

CAPE COD REGIONAL LAW ENFORCEMENT COUNCIL

Michael Whalen, Chief – Dennis Police Department; Craig Tamash, Deputy Chief – Barnstable Police Department

CENTRAL MASSACHUSETTS LAW ENFORCEMENT COUNCIL

Timothy J. Bent, Chief – Webster Police Department; James A. Pervier, Chief – Charlton Police Department;

MBTA TRANSIT POLICE

Robert Lenehan, Deputy Chief – MBTA Transit Police; John Mahoney, Deputy Chief – MBTA Transit Police

MASSACHUSETTS CHIEFS OF POLICE ASSOCIATION

James G. Hicks, Chief – Natick Police Department; A. Wayne Sampson, Esq., Executive Director - Massachusetts Chiefs of Police Association, Inc.; John M. Collins, Esq., General Counsel, Massachusetts Chiefs of Police Association, Inc.

MASSACHUSETTS MAJOR CITY CHIEFS

Steven A. Mazzie, Chief – Everett Police Department

MASSACHUSETTS STATE POLICE

Edward Amodeo, Lieut. Colonel – MSP; Sharon Costine, Lieut. Colonel – MSP; Richard Prior, Major – MSP

METROPOLITAN LAW ENFORCEMENT COUNCIL

Kenneth Berkowitz, Chief – Canton Police Department; Russell Jenkins, Chief – Braintree Police Department; Richard G. Wells, Jr., Chief – Milton Police Department

NORTHEAST MASSACHUSETTS LAW ENFORCEMENT COUNCIL

Michael R. Begonis, Chief – Wilmington Police Department; Timothy B. Sheehan, Chief – Tewksbury Police Department

SOUTHEAST MASSACHUSETTS LAW ENFORCEMENT COUNCIL

Mary R. Lyons, Chief – Mattapoisett Police Department