

CRITICAL INCIDENTS, SPECIAL OPERATIONS AND HOMELAND SECURITY

21.1 CRITICAL INCIDENTS

PHILOSOPHY: The occurrences described in this chapter are infrequent, but can be devastating if and when they occur. Police agencies and individuals must prepare to address such occurrences locally and regionally. Clearly identified plans, tasks, and resources help to alleviate stress and confusion during an event and bring it under control as effectively as possible.

21.1.2 Response to Critical Incidents

Principle: Critical or unusual incidents may include man-made or natural disasters, pandemics, bomb threats, hostage/barricaded subjects, active threats, acts of terrorism, civil unrest or pre-planned special events. To facilitate the organization of the department's response, the following principles and practices shall apply.

Definitions:

- A. Incident Command System: A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries.
 - B. Incident Command Post (ICP): Refers to a location designated for the function of coordinating incident management to include: identification of needs, procurement of resources, utilization of personnel, establishment of priorities, and coordination of operations.
 - C. Incident Commander: A Lieutenant or above will normally serve as the Incident Commander, although the field supervisor or first arriving Officer will serve as the Incident Commander until the arrival of a Lieutenant or higher rank. There must be an affirmative change of command, broadcast to all personnel on-scene, if changing personnel as Incident Commander.
 - D. Unified Command: A co-located authority structure in which the role of incident commander is shared by two or more individuals (i.e. LE and Fire/EMS), each already having authority over a different responding agency or discipline.
 - E. Emergency Operations Center (EOC): A physical (e.g., a conference room) or virtual (e.g., telephone conference call) location designed to support and manage incident support, business continuity and crisis communications activities.
- A. **Response to Scenes of Violence:** The law enforcement response to an active, violent threat must be immediate, decisive, and coordinated. The threat must be stopped quickly to allow the rescue and treatment of victims. The scene must be secured to allow the follow-on criminal investigation. These types of events will generate significant local public and media interest, which must be managed. The Lakewood Police Department has adopted the Tri-County Complex Coordinated Attack Scenes of Violence Policy to guide our response to these types of incidents (See Appendix D).

Definitions:

- A. **Scenes of Violence:** Any type of incident in which response personnel may be exposed to harm as a result of violent or threatening act(s). Such situations may include, but are not limited to: riots, fights, violent crimes, suicides, domestic disagreements, active shooters/killers, or incidents with weapons.
- B. **Contact Teams:** Teams of Law Enforcement Officers whose primary responsibility are to find and neutralize, capture or contain an active threat(s).

- C. **Rescue Task Force:** Multidisciplinary (LE and Fire/EMS) task force designed to enable entry of Fire/EMS into the Indirect Threat (Warm) Zone escorted by LE to effect extraction of patients who could not self-extract themselves.
 - D. **Casualty Collection Point:** A secure area designated or created for the temporary gathering, triage, medical treatment, holding, and/or evacuation of casualties during a mass casualty incident.
 - E. **Safety Corridor:** Access path to and from patient locations in the Indirect Threat (Warm) Zone to the Cold Zone and/or Evacuation Area. This area will be protected by LE with stationary personnel dedicated to on-going security allowing safe movement by ambulatory patients and Fire/EMS personnel throughout the defined path.
 - F. **Direct Threat (Hot) Zone:** Any area within the incident scene in which there is a direct and immediate threat to persons or providers.
 - G. **Indirect Threat (Warm) Zone:** Any area in the incident scene where there is a potential hostile threat to persons or providers, but the threat is not direct and immediate. This is the area of operation for the Rescue Task Force (RTF).
 - H. **Cold Zone:** Areas where there is little or no threat. The area where the RTF delivers extracted victims. Fire/EMS conducts treatment and transport operations in this area. Unified Command will be located in this area.
- B. **Response to Natural Disasters:** Natural disasters such as floods, volcanic eruptions, and earthquakes do not allow for normal police responses or scene containment due to the scope of impact. When disasters have a widespread impact, officers shall adhere to the following practices.
1. Safety of the officers and others will always be the primary consideration.
 2. Damage Assessment: As time and circumstances allow, Officers should conduct Preliminary Damage Assessments (PDAs) of critical infrastructure in their assigned Districts. Any substantial damage should be noted on the City's PDA form and submitted to the EOC.
 3. Immediate Assistance: Widespread disasters make it difficult for any one person to assess where their resources are best used. Therefore, Officers should attempt to completely assess their areas of responsibility prior to providing any immediate assistance. Unless an Officer can immediately save life, they should report the location and nature of the emergency and continue with their assessment.
 4. Supervisors: The field supervisor will ensure the status of each employee in the field, take steps to locate missing employees in the field, and monitor the evaluation of damages and injuries. All other on-duty supervisors shall report to the Incident Commander for assignment.
- C. **Response to Man-made disasters** (such as fires, explosions, aircraft crashes). In these instances the following practices should apply:
1. Initial Officer(s) On-Scene: Safety of the officer and others will always be the primary consideration.
 2. Evaluate: Assess the damage and injuries.
 3. Provide Immediate Assistance: Normally an officer should not perform rescues. If persons can be evacuated

from the scene without endangering the officer, then persons should be removed from the scene. The officer should provide information to the field supervisor regarding the resources needed to perform rescues.

4. **Secure the Area:** The officer should provide access routes for additional emergency vehicles and secure the area.
5. **Provide Update Information:** The officer shall provide updated information on the situation until a police supervisor arrives on-scene.
6. **First Supervisor On-Scene:** The first supervisor on the scene shall be the Incident Commander until properly relieved by a higher ranking or appropriately experienced replacement. The Incident Commander shall establish an Incident Command Post, evaluate the need for additional resources, and notify the CDO.
7. The Incident Commander shall determine the need for additional resources and order them as necessary.
8. The Incident Commander shall ensure the scene is protected and identification of all involved parties takes place, in case the incident is determined to be a criminal act.

D. **Response to Hazardous Materials Incidents:** While the Fire Department and their Hazardous Materials Response Team will be the lead agency, the Lakewood Police Department shall establish Unified Command to provide all necessary assistance in order to protect the community. Therefore the following practices will apply during hazardous materials incidents.

1. **Evacuation:** The police department is responsible for conducting evacuations, however, evacuations of areas too hazardous for Police personnel shall be evacuated by Fire personnel with appropriate PPE. Once contamination has occurred in an area, an attempt to locate and recover any person is a rescue function and should be conducted by the Fire Department.
2. **Traffic Control:** The responsibility to ensure the smooth flow of both vehicular and pedestrian traffic to limit exposure to danger and ensure ability to move necessary resources.
3. **Scene Security:** The responsibility to maintain the integrity of the scene and the security of Police and rescue personnel present.
- a. **Initial Police Response:** Often the police will be the first responders to hazardous materials incidents. Officers arriving on the scene shall adhere to the following practices:
 1. **Evaluate:**
 - STAY BACK AND EVALUATE THE SCENE FROM A SAFE DISTANCE
 - Remain upwind and uphill
 - Assess injuries and/or damage – DO NOT ATTEMPT RESCUES
 - Attempt to determine access routes for additional emergency vehicles
 - Provide continuous updates of the situation until the Fire Department arrives
 2. **Scene Precautions:**
 - Do not walk in or touch any spilled material – treat all materials as hazardous until identified
 - Avoid inhalation of all gases, fumes, and smoke
 - Turn off vehicles air conditioning (vents) and roll up windows
 3. **Material Identification:**
 - Attempt to locate and detain any person(s) having information on the type of material(s) involved
 - Attempt to identify materials by placards on vehicles when applicable

- b. **Patrol Supervisor Response:** A Patrol Supervisor shall respond to the Incident Command Post established by the Fire Department to establish Unified Command. When necessary, the supervisor shall deploy police personnel for the purposes of evacuation, traffic control, and scene security. The supervisor shall assess the impact the incident shall have to police resources and notify the Command Duty Officer. The Patrol Supervisor should evaluate the incident for the potential of any related criminal activity.
- E. **Response to Civil Disturbances:** The Lakewood Police Department is committed to providing assistance to organizations and citizens wishing to peacefully demonstrate and exercise the rights guaranteed by the United States Constitution. A representative of the Lakewood Police Department shall attempt to contact leaders of groups planning to demonstrate and offer to work with the group in the planning of the demonstration in order to ensure the safety and protection for the demonstrators as well as the general public. Refer to Standard 46.1.8, Special Events, for specific provisions to be addressed during the planning and preparation for any large-scale gathering. If possible, any direct response to a civil disturbance should be handled by the Civil Disturbance Team (CDT). Refer to the CDT Manual.
- 1. **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 act.
 - 2. Unless an immediate response is necessary to protect life or prevent significant property damage, Officers should only observe and communicate the situation to the field supervisor. Any direct intervention should be handled by the Department's Civil Disturbance Team (CDT), if possible.
 - 3. **Evaluation:** Observe the situation from a safe distance to determine if the gathering is currently or potentially violent. Attempt to identify the leaders or individuals involved in criminal acts. Notify SOUTHSOUND 911 Communications and the field supervisor of the nature and seriousness of the disturbance.
 - 4. **Containment:** The field supervisor should ensure that steps are taken to contain the disturbance and prohibit access to the affected area. Mutual aid assistance may need to be requested, depending on the size of the disturbance and resources required.
 - 5. **Intervention:** Officers should only attempt to intervene if there is an immediate need to protect life or prevent significant property damage. The field supervisor should approve undertaking this action. The field supervisor should ensure sufficient personnel are available to resolve the threat before initiating any operation.
 - 6. **Supervisor:** The field supervisor shall respond to the scene of the disturbance, evaluate and monitor. The field supervisor shall be the Incident Commander until relieved.
 - 7. If feasible, establish contact with crowd leaders to assess their intentions and motivation, develop a trust relationship, and offer assistance, if necessary.
 - 8. Monitor the situation, notify the CDO, and request the response of the Civil Disturbance Team (CDT), if needed.
 - 9. Establish an Incident Command Post and identify a staging area for Civil Disturbance Team (CDT) resources.
 - 10. **Dispersal:** This should be a last resort and only done when there are sufficient resources to do so. Normally, this will be performed by CDT personnel. The Incident Commander shall ensure dispersal is performed according to state law and using the LPD Dispersal Order form. Refer to RCW Chapter 9A.84. An order to disperse shall be provided by the Incident Commander prior to any dispersal tactics being deployed.
 - 11. **Physical Arrest:** When appropriate, the Incident Commander may order the arrest of those engaged in unlawful conduct. The Incident Commander will ensure the following:
 - 1. Ensure the availability of protective equipment for the designated arrest teams.
 - 2. Ensure the availability of transportation for arrestees.
 - 3. Ensure that adequate numbers of back-up officers are readily available, should the arrest teams require

additional assistance.

12. Arrest Practices: When mass arrests become necessary the following practices shall apply:
 - a. Arrest will occur with the use of arrest teams that will consist of a minimum of two (2) officers.
 - b. All force used on peaceful demonstrators shall be approved by the Incident Commander prior to its use.
 - c. Arrests, if possible, should be videotaped.
 - d. A system should be used to clearly distinguish each arrest. This system shall allow the following information to be quickly established for each arrest during the mass arrests:
 - Date / time of arrest
 - Arresting officer
 - Case number
 - Charge
13. Juvenile Offenders: Arrested juveniles shall be separated from adult offenders as soon as possible. Juvenile offenders will be transported to a separate detention facility.
14. Transportation: The Incident Commander shall ensure that adequate transportation is available to remove arrested persons from the scene.
15. Detention Facilities: In some instances, the arrested persons may be transported to a temporary detention area away from the scene, processed, and released on a criminal citation. When arrested persons are to be booked, arrangements shall be made prior to the arrests with a jail facility. A temporary detention facility may be established to accomplish the necessary processing for individuals. Adequate security must be in place at any temporary detention facility.
16. Evidence Collection: When mass arrests are going to occur, Police Department employee(s) shall be designated to coordinate the collection of evidence. Officers will provide evidence to designated employee(s) with the related case number. The employee(s) receiving the evidence shall document the date, item, and source of the submission.
17. Security: The Incident Commander shall ensure that any area used to process arrested subjects has adequate security to prevent escape and/or intrusion. This includes the use of facilities for those arrested.
18. Identification: Refer to Section A of this standard. The Incident Commander should also have a contingency plan for identifying arrested persons that are refusing to provide identification.
19. Interagency Agreements: The Incident Commander shall determine the mobilization phase for the incident and ensure the appropriate agencies are involved.
20. Defense Counsel Visits: Arrested persons have the right to legal counsel. However, that counsel will not be provided on-site at the scene of a civil disturbance requiring mass arrests. Arrestees will be allowed consultation with counsel at the permanent incarceration facility in accordance with that facility's policies and procedures.
21. Court / Prosecutorial Liaison: The impacted courts and prosecutor offices shall be notified of any mass arrests being conducted.
22. Food, Water, and Sanitation: During extended operations of this nature, the Incident Commander may be faced with the necessity of planning for long term deployment, which includes provision of food, water, and sanitation facilities for personnel assigned to the operation, as well as for those arrested and awaiting transportation to permanent secured facilities.

23. Medical: Medical services will be assigned to a staging area on stand-by to respond to the medical requirements of officers, citizens, and arrestees.
24. Deactivation: When the disturbance has been brought under control, the Incident Commander shall ensure that witnesses, suspects and others shall be interviewed or interrogated; and that all law enforcement personnel engaged in the incident shall be accounted for and an assessment made of personal injuries.

F. **Response to Hostage/Barricaded Person Situations:** In response to a Hostage/Barricaded Person situation, it is the philosophy of the Lakewood Police Department to consider the lives of the hostages, civilians, and officers involved to be of the utmost importance. Whenever reasonably possible, a peaceful resolution will be sought while maintaining the ability to use alternative approaches to resolve the incident. The practices provided in this Standard will apply in all hostage and/or barricaded subject situations.

Definitions:

1. Hostage Situation: Any situation where an individual is being held by another against his/her will by force or threat of force, expressed or implied.
2. Barricaded Subject Situation: Any subject, who in the commission of a criminal offense, is believed to be armed, has concealed his/her self within a structure or vehicle, and fails to obey police commands to resolve the situation.
3. Crisis Area: A general or specific area that houses the threat posed to the community of the responding officers. This can be designated as a single structure, large section of buildings, city blocks or road network.
4. Contact Team: The deployment of police resources to an active incident by rapidly moving to and stopping the threat in order to prevent further loss of life or great bodily injury.

Practices:

1. Contain the crisis area and assume incident command: Patrol officers confronting hostage/barricaded subject incidents may initiate a necessary response to protect the lives and safety of themselves and others consistent with Standard 1.3, Use of Force. Officers should immediately notify the field supervisor of the situation. The first arriving officer will be designated as the initial incident commander until relieved of that duty by a senior officer or arriving patrol supervisor. The initial responsibilities of the Incident Commander are as follows:
 - a. Assess the situation and determine if a crime has been committed.
 - b. Establish an inner and outer perimeter.
 - c. Attempt to contact the suspect(s) and request that he/she surrender.
 - d. Do not attempt to make contact until an inner perimeter has been established.
 - e. Unless the suspect(s) indicate a willingness to surrender, do not negotiate with the suspect(s) or make any promises.
 - f. Utilize any available means to communicate with suspect(s) available at that time. This includes through direct dialogue, using SOUTHSOUND 911 Radio to "call-back" the phone number associated with the address or utilizing any amplified means possible (patrol car loud speaker or bull horn).
 - g. Depending on the situation, the Incident Commander may activate a Contact Team. The Incident Commander should, generally, not participate in any tactical operations until relieved of his/her duties or the situation dictates.

- h. Assess the need for and coordinate the response of additional resources such as Crisis Negotiators and the Special Response Team (SRT).
 - i. Special Response Team (SRT): If the Incident Commander determines that the SRT needs to be activated, he/she will contact the Command Duty Officer to request authorization, if time allows. Upon the request of the Incident Commander, SOUTHSOUND 911 Radio will initiate callout of the SRT.
- 2. Notifications:
 - a. Command Staff: The notifications in Standard 12.1.2 shall be initiated by the Patrol Supervisor.
 - b. Criminal Investigations Unit (CIU): Contact the on-call CIU supervisor and request detectives respond to prepare any necessary search warrants and/or assist with collection of intelligence information.
 - c. Public Information: Contact the on-call PIO and request that he/she responds to the CP immediately.
- 3. Establish Perimeters: The first officer on the scene shall establish an inner perimeter as soon as possible to contain the incident.
 - a. Factors to consider when establishing an inner (tactical) perimeter:
 - 1. Contain the actual crisis site by providing 360 degree physical coverage.
 - 2. Officers on inner containment must have visual and radio contact with assisting officers on their left and right.
 - 3. No movement allowed into or out of crisis site.
 - 4. SWAT building numbering system will be used to aid in coordinated effort.
 - 5. Incident Command Post will be established outside of the inner perimeter. This location should be sheltered from the threat posed by the suspect(s) but close enough to grasp overall situational awareness of the incident.
 - 6. Continue emergency planning procedures. Request additional police forces as soon as possible.
 - b. Factors to consider when establishing an outer-perimeter:
 - 1. All non-essential foot and vehicular traffic will not be allowed into crisis area.
 - 2. An Incident Command Post will be established within the outer perimeter.
 - 3. Designate a staging area away from the ICP to allow for the assembly of additional police and fire resources.
 - 4. Continue emergency planning procedures. Request additional resources as soon as possible.
- 4. Evacuation: As soon as reasonably possible, residences and businesses within the outer perimeter should be evacuated. If evacuation is impossible due to hazards, such as threat from the crisis area, occupants should be contacted and advised of steps to be taken to Shelter In Place.
- 5. Evacuation of Injured Persons: Evacuate injured persons if it can be done without creating unreasonable hazard to police personnel.
- 6. Request EMS /Fire: The Incident Commander should determine if it is necessary to request medical aid and/or fire resources and have them stage in the area.
- 7. Authorization for Media Access: The PIO shall coordinate with the IC to determine where the media will be allowed access to and what information may be released.
- 8. Authorization to Use Force / Chemical Agents: All operations conducted by the Special Response Team within the city limits will be in accordance with the current SRT Manual.

9. **Crime Scene Management:** The Incident Commander, at his or her earliest possible opportunity, will initiate call-out of the Lakewood Police CIU on-call detectives. Every effort must be made to preserve the original crime scene. See chapters 42, 83, and 84 for proper policy and procedure concerning crime scene management.
- G. **Response to Bomb Emergencies:** The Lakewood Police Department is responsible for coordinating the removal and disposal of explosives and Improvised Explosive Devices (IED's) through the use of trained bomb disposal unit via mutual aid. There are two main types of bomb emergencies: the threat of a bomb and the finding of an explosive device.

Bomb Threat Practices: Whenever the department is notified of a bomb threat the following practices shall apply:

1. **Primary Officer Response:** The arriving officer shall:
 - a. Ensure the supervisor is aware of the call and responds to the scene.
 - b. When approaching the vicinity, notify SOUTHSOUND 911 Communications of his/her arrival in the area and that he/she will be off the air. The Officer will then turn off the computer, portable radio, and will not transmit via the vehicle radio. The use of cellular telephones shall also be avoided in the area of the scene.
 - c. Make contact with the reporting party and an official in charge of the scene and explain police practices regarding bomb threats and evacuations.
2. **Supervisor Response:** When available, a field supervisor should respond to the scene using the same practice provided above in Section 1A2. The field supervisor should establish Incident Command and determine the proper response, including whether a bomb disposal unit is needed.
3. **Evacuation:** Evacuation of the scene shall be left to the judgment of the person in charge of the scene/building. In the event an evacuation takes place the following practices shall apply.
 - a. Evacuate persons into an open area at a distance believed to be reasonably safe (minimum 300 feet) based on information provided.
 - b. Notify persons in nearby buildings and provide an opportunity for evacuation if it is deemed necessary. Have doors and windows in nearby buildings opened.
 - c. Establish necessary perimeters to deny access to the scene or evacuated area.
 - d. Provide traffic control if necessary.
4. **Building Search:** In some situations a search will not be prudent. If a search is conducted the following practices shall apply:
 - a. Use a minimum number of personnel.
 - b. Use key or supervisory personnel from the scene/building. These persons should be familiar with the normal environment and know what looks out of place or unusual. Perform a thorough search.
 - c. Check for utilities and shut off those utilities that could contribute to any explosion.
 - d. Prohibit the use of radios, camera equipment, and smoking in the immediate area.
 - e. If anything suspicious is located DO NOT TOUCH ANYTHING IN THE AREA. Evacuate and notify the Patrol supervisor.

Explosive Device Practices: Whenever explosives or a suspected explosive device is located, the on-duty supervisor shall be notified immediately. The supervisor shall determine if a bomb disposal unit is needed to respond and make the request through SouthSound 911. Refer to Chapter 12.1.2 for additional required notifications.

1. Disposal: A trained bomb disposal unit responds and coordinates Render Safe Procedures of Improvised Explosive Devices (IED's) or explosives. LPD personnel will support their operations as needed.
2. Investigation: If criminal activity is involved the on-call Criminal Investigations Unit (CIU) Supervisor shall be notified. CIU shall respond and conduct the criminal investigation. Evidence collection should be coordinated with the responding bomb disposal unit. The CIU Supervisor shall determine if the assistance of the Bureau of Alcohol, Tobacco, and Firearms (ATF) or the Federal Bureau of Investigations (FBI) is necessary.

H. **Search and Rescue:** The Lakewood Police Department Marine Service Unit (MSU) works with the West Pierce Fire & Rescue on search and rescue mission on the city's lakes (American Lake Water Rescue Plan). The Pierce County Sheriff's Department is used for all other search and rescue missions.

I. **Special Events:** The Lakewood Police Department strives to ensure public safety by providing adequate and appropriate police services for special events. Special events include parades, street fairs, public demonstrations, public protests, athletic events, and other activity that impacts traffic and crowd control.

Practice: The Incident Command System may be activated if significant resources are required. The plan should include the following information at a minimum:

- A. Incident Commander: The person designated to act as the supervisor and/or coordinator for the provision of police services during the event.
- B. Traffic/Crowd Control: The required traffic control and crowd control for the event; the personnel and equipment required to provide adequate police services in this area; an estimate of expected crime problems and a contingency plan to address crime problems; and/or an estimate of expected civil disturbances and a contingency plan.
- C. Contingency plans: For traffic direction and control, security, and other potential threats or concerns.
- D. Special units: Use of specialized units when appropriate.
- E. Logistical Requirements: For personnel, equipment and supplies.
- F. Coordination: For internal agency units and outside agency involvement.