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Purpose

The All Hazards Plan establishes guidelines for initial response to emergencies and unusual occurrences requiring more than routine police action, equipment, and personnel. These emergencies and unusual occurrences include but are not limited to fires, train accidents, natural and man-made disasters, civil disturbances, mass arrests, hostage/barricaded person situations, and acts of terrorism. The department will make every effort to ensure the protection of life and property in emergency incidents requiring more than routine police action, while being mindful that any large-scale incident will also impact overall the City of Somerville as well as the communities surrounding the incident site. While the initial focus must be on the management of the incident, long-term planning must incorporate the need to support alternative transportation operations and address the impact of those operations as well as the initial incident on the surrounding communities. This All Hazards Plan will guide the actions of department personnel initially responding to the site of an incident and covers basic organizational and technical issues, which can be implemented by personnel responding to a critical incident. The Homeland Security Sergeant and the Special Operations Sergeant will be tasked with planning a response to critical incidents and planned events. The Special Operations Sergeant shall be responsible for the writing and maintaining of the Department All Hazards Plan. All effected personnel will receive annual training on the Department All Hazards Plan. [46.1.1]

Policy

The Somerville Police Department shall have a written plan for responding to critical incidents such as natural and man-made disasters, mass arrests, hostage/barricaded person situations, acts of terrorism, and other unusual incidents. The plan will follow standard Incident Command System (ICS) protocols. For Pandemic Planning and Response refer to departmental policy 107. For Bomb Threat Emergency refer to department policy 119. For Civil Disturbances refer to department policy 121 Crowd Management and Control. For Terrorism and Hazardous Materials refer to department policy 138 [46.1.2]

Definitions

Command: Command is comprised of the Incident Commander (or Unified Commander) and the Command Staff positions.

Command Post: A site or location, preferably removed from the immediate response area, where the Incident Commander can collect and analyze information as well as direct and coordinate the activities of the resources that have been activated in response to the incident or circumstance.

Command Staff: Key Incident Command Staff activities (Safety Officer, Public Information Officer, and Liaison Officer) required to support the command functions that are not specifically identified in the General Staff functional elements.

General Staff: The general staff consists of incident management personnel who represent the major functional elements of the Incident Command System (Operations, Planning, Logistics,

and Finance/Administration).

Incident Command System (ICS): A NIMS-approved management system designed to enable effective and efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organized structure.

Incident Commander (IC): The person designated as being in charge of the overall incident for an agency or jurisdiction.

Inner Perimeter: The inner perimeter is the immediate area of containment around an incident site.

Management by Objectives: Establishing specific, measurable objectives for various incident management functional activities as well as directing efforts to attain them.

Media Staging Area: The media staging area is a designated area outside the outer perimeter to which all responding media representatives will be directed. This area, or a separately identified location, may also be used to conduct media briefings.

Outer Perimeter: The peripheral control area surrounding the inner perimeter that provides a safe zone for access to and from the inner perimeter as well as defining the limit of access by unauthorized persons.

Staging Area: Staging areas are locations designated by the IC or Operations Section Chief where resources are placed while awaiting a tactical assignment to the incident site.

Unified Command (UC): The command structure formed when ICs from some or all of the responding agencies or jurisdictions operate together to manage an incident.

Unity of Command: Unity of Command means that every individual has a designated supervisor to whom they report at the incident scene.

Unusual Occurrences: Unusual occurrences connote situations, generally of an emergency nature, that result from disasters, both natural and man-made. Natural disasters include floods, snowstorms, hurricanes, etc. Civil disturbances include riots, political protests, or labor disputes, or any other events leading to mass arrests. Unusual occurrences also include such incidents as fires, train/trolley accidents, emergency evacuations, hostage/barricaded person situations, and acts of terrorism.

Procedures

A. Incident Command System

1. The department will establish and use the Incident Command System (ICS), a component of the National Incident Management System (NIMS), whenever an incident requires more than a routine police response. The ICS is a management system designed to enable effective and efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organized structure. The key concepts and principles of ICS include the following:
 - a. ICS is modular, scalable, and is readily adaptable to any emergency or incident.
 - b. ICS has interactive management components that set the stage for effective and efficient incident management and response.
 - c. ICS incorporates common terminology, standards, and procedures enabling diverse organizations to work together efficiently.
 - d. ICS establishes a Chain of Command and Unity of Command, clarifying reporting relationships and eliminating confusion.
 - e. ICS incorporates measurable objectives to ensure fulfillment of incident management goals (Management by Objectives).

B. ICS Use

1. The ICS may be used to manage incidents regardless of cause, size, location, or complexity. Incident Command may consist solely of the responding Police Supervisor (for smaller incidents) or a multi-agency Unified Command structure with identified Incident Commanders from several responding agencies for larger, more complex incidents. The ICS can expand or contract as necessary to match escalating or diminishing situations. The level and/or type of ICS structure established would vary based on the size and complexity of the incident and response. In many cases, since emergencies occurring will invariably impact the surrounding neighborhood and require a response from other agencies, the ICS will involve the implementation of a Unified Command structure to facilitate the coordination of the various governmental or private agencies involved.

C. ICS Functions

1. Generally, the ICS organization is comprised of the following functions and/or positions:
 - a. Command Function

- b.** Operations Section
 - c.** Planning Section
 - d.** Logistics Section
 - e.** Finance and Administration Section
 - f.** Safety Officer, Public Information Officer, and Liaison Officer (when needed)
- 2.** At smaller incidents, the Incident Commander may perform all of the needed functions. At more complex incidents, the Incident Commander will appoint personnel to General Staff (Operations, Planning, and Logistics) and Command Staff (Safety Officer, Public Information Officer, and Liaison Officer) positions as necessary.

D. Command Functions

- 1.** Command is responsible for the overall management of the incident. The Command Staff is responsible for activating the ICS and for the overall management of the incident. The command function may be conducted to two general ways: Single Command IC and Unified Command.
 - a.** When an incident does not involve any jurisdictional or functional agency overlap, a single IC should be designated with overall management responsibility by the appropriate jurisdiction (an incident that involved a Somerville Police response only).
 - b.** Unified Command (UC) should be employed for incidents involving multiple agencies (Somerville Police, Somerville Fire, Massachusetts State Police, EMS, and other Somerville agencies), or multiple jurisdictions with multiple agency involvement (Somerville Police, NEMLEC, State Police, and Sheriff's Department, etc.)

E. Incident Commander [12.1.2(b)]

- 1.** The Incident Commander is responsible for developing incident objectives on which subsequent incident action planning will be developed, as well as the approval of Incident Action Plans (IAP) and all requests pertaining to the ordering of incident resources. The IC is also responsible for performing any Command Staff and General Staff functions that are not assigned and staffed. All functions without an appointed Section Chief are the responsibility of the IC. Although the response to every incident will differ based on the particular aspects of the incident, the IC will be guided by existing written plans and procedures to the extent possible.

F. Command Staff Positions [12.1.2(b)]

1. Command staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements. Assistants can be assigned for Command Staff positions as required.
 - a. The Safety Officer (SO): The Safety Officer monitors incident operations and advises the IC on all matters relating to operational safety, including the health and safety of emergency response personnel.
 - b. Public Information Officer: The Public Information Officer (PIO) is responsible for interfacing with the public and media and/or other agencies with incident-related information.
 - c. Liaison Officer: The Liaison Officer (LNO) is the point of contact for representatives of other government agencies, non-governmental organizations, and/or private entities.

G. General Staff

1. The general staff includes incident management personnel who represent the major functional elements of the ICS, including the Operations, Planning, Logistics, Finance, and Administration Section Chiefs.
 - a. The Operations Section is responsible for the direct management of all incident related operational activities, including establishing perimeters, maintaining command post and scene security, coordinating evacuation operations, directing and controlling traffic, providing for detainee transportation and process, establishing tactical objectives for each operational period and conducting a post-incident investigation. [46.1.4]
 - b. The Planning Section is responsible for developing and documenting the IAP based on guidance from the IC, preparing status reports, displaying situation information, maintaining status of resources assigned to the incident. The Planning Section Chief is also responsible for the collection, evaluation, dissemination of incident situation information and intelligence to the IC and planning post incident demobilization. [46.1.5]
 - c. The Logistics Section is responsible for all support requirements needed to facilitate effective and efficient incident management, including the ordering of resources from off-incident locations. The Logistics Section also provides facilities, transportation, specialized team and equipment needs, supplies, equipment maintenance, fueling, food service, communications, and medical services for incident personnel. [46.1.6]

- d.** The Finance and Administration Section is established when the agencies involved in incident management activities require finance and other administrative support, including administering any procurement contracts, ensuring that the time personnel spend on the incident is recorded, processing the administrative paperwork associated with rental or supply contracts; and documenting injuries, illnesses and liability issues related to the incident. The Finance and Administration Section also investigates claims involving damaged property associated with, or involved in, the incident. [46.1.7]

H. Initial Incident Response Procedures

- 1.** Personnel responding to, or dispatching others to, the scene of an incident shall comply with the procedures below. The first police officer on-scene will:
 - a.** Identify the nature of the emergency and notify the police dispatcher of the required response and the location of that response. If the emergency is not in the jurisdiction of Somerville, or limited to Somerville, the police dispatcher will immediately notify the police agency having jurisdiction.
 - b.** Request the use and isolation of a radio channel for the sole use of incident personnel.
 - c.** Contain the situation to the smallest possible area consistent with officer safety and attempt rescue or treat any injured persons.
 - d.** Establish an inner perimeter around the scene and denying any unnecessary access to the area.
 - e.** Secure all witnesses at a safe point outside of the inner perimeter.
 - f.** Advise the police dispatcher of the need for back-up assistance and/or special equipment (e.g., utility companies, highway department, water department, fire apparatus, ambulance, medical examiner, etc.).
 - g.** Take immediate steps necessary to protect life and property.
 - h.** Be prepared to brief responding personnel concerning any pertinent information.
- 2.** The Somerville Police Department does not have any specialized equipment designated for use in special operations or unusual occurrences. Items like bullet proof vests, batons, etc., are all part of individually issued equipment to all sworn personnel. [46.1.8]
 - a.** Officers assigned to NEMLEC RRT, SWAT, and SRT are issued specialized equipment. A list of this equipment is kept by the Deputy in charge of Patrol. See Policy 408- Training and Career Development [46.2.3]

- (1) Weapons
- (2) Uniforms
- (3) Body armor
- (4) Helmet
- (5) Radio equipment

I. Responsibilities of the Police Dispatcher

1. Immediately upon being advised that an emergency situation exists, the police dispatcher will:
 - a. Dispatch a Patrol Supervisor and back-up units to the scene; and provide them with all available information.
 - b. Keep the radio channel clear of all unnecessary traffic and, if necessary, designate a separate radio channel for the incident.
 - c. Notify other agencies that may require a response, such as the fire department, emergency medical services, other law enforcement agencies, public works, etc.
 - d. Maintain a log of events in the department's police computer system, including noting the time and names of any notifications made.

J. Responsibilities of the Highest Ranking Officer/IC

1. Immediately upon arriving at the scene, the highest ranking officer will, if necessary, activate the ICS. If ICS is activated, he/she will assume the duties of the IC and notify the police dispatcher that he/she is the IC. Based on the nature and the emergency situation, the IC will: [46.2.1 (a)]
 - a. Assume responsibility for overall operations at the scene and implement all appropriate command functions.
 - b. Estimate the number and type of injuries and/or deaths.
 - c. Confirm, if necessary, that the area is secure from electrical hazards.
 - d. Keep a traffic lane clear for use by emergency vehicles entering and exiting the secure area.

- e. Coordinate with responding emergency medical technicians regarding areas for emergency medical operations, including a collection station near the scene for triage, and an ambulance loading area.
- f. Request special units or equipment, like NEMLEC SWAT/RRT and SRT. [46.2.1 (b)]
- g. Update the Dispatch Supervisor with incident information.
- h. Develop and implement strategies to maintain control and prevent injury.
- i. Assess the transportation needs related to the incident and contact MBTA transportation officials to provide any necessary vehicles.
- j. Designate a public information area at a location convenient to the command post, but outside the inner perimeter.
- k. Maintain overall control of the personnel on the scene until relieved.

K. Initiating ICS Emergency Response Protocols

1. The Command Function is responsible for the following:

- a. Activating the Incident Command System. The IC will immediately notify Dispatch that he/she is activating the ICS. [46.1.3 (a)]
- b. Establishing the Command Post:

The first function of the IC is to establish a Command Post. Initially, the Command Post may be a cruiser or another emergency vehicle, or a designated location within or adjacent to a transit facility. Once the Command Post is established, its location should be communicated to all appropriate personnel. The Command Post should: [46.1.3 (b)]

- (1) Be established away from the general noise and confusion associated with the incident (when appropriate, it may be located within view of the incident scene).
- (2) Be positioned outside of the present and potential hazard zone (inner perimeter) but within the outer perimeter to provide security and controlled access.
- (3) Have the ability to expand as necessary.
- (4) Be easily identified by the use of a flag, placard, or other highly visible means.

- c. Mobilization and Support:

In the event that available resources are inadequate to meet existing needs, the Chief of Police, or designee, is responsible for the mobilization of the additional resources needed to control the incident. One of the two Station Officers will be designated to call off-duty personnel for mobilization of additional agency personnel. The Chief may activate mutual aid agreements or request state or federal assistance to secure needed support. [46.1.3 (c)]

d. Obtaining Support from Other Agencies:

Some situations, based on the nature or scope of the emergency, may require more resources than the primary response agency has immediately available or can sustain for a prolonged period of time. For this reason, it is particularly important that the Somerville Police IC work with other responding agencies to establish a Unified Command Organization to ensure that all available resources are used in the most effective manner. In the event that it is determined that there are insufficient Somerville Police resources available to properly handle a situation, the Chief of Police or designee, may in accordance with the procedures outlined in the Somerville's Comprehensive Emergency Management Plan (CEMP), request state or federal assistance. The Massachusetts Emergency Management Agency (MEMA) is responsible for overseeing all CEMP operations, including requests or activation of state military support, e.g., acts of terrorism, etc. The Chief of Police, or designee, may request federal law enforcement assistance from agencies such as the FBI, ATF, Homeland Security and/or Secret Service, etc. The Unified Commander will be responsible for the coordination and cooperation between tactical teams and other operational components. [46.2.1 (c)] [46.1.3 (d)]

e. Staging Areas:

Locations will be identified and dedicated to the staging of personnel or equipment available for assignment by the Incident Commander or Operations Section Chief. [46.1.3 (e)]

f. Public Information:

The ultimate responsibility for the dissemination of public information rests with IC. Depending on the size of the incident, the IC may activate the position of Public Information Officer (PIO) as a member of the Command Staff when needed. The release of information relative to ongoing emergencies is particularly sensitive and important. Whenever possible, the Somerville Police IC and PIO will coordinate the release and distribution of information. Information will be updated as often as practicable so as to minimize the opportunity for rumors or misinformation to develop. All media inquiries will be handled in accordance with the policies, rules and procedures outlined in policy [404 - Media](#) [46.1.3 (f)]

g. Personnel Safety:

The Command Section will be responsible for maintaining the safety of all affected personnel. The IC may activate the position of Safety Officer (SO) as a member of the Command Staff when needed [46.1.3 (g)]

h. Liaison Officer:

The Command Section will be responsible for maintaining contact with representatives of other government agencies, non-governmental organizations, and/or private entities. The IC may activate the position of Liaison Officer (LNO) as a member of the Command Staff when needed.

i. After Action Report (AAR):

An AAR will be required whenever ICS is established in conjunction with a significant incident that involved a multi-agency Unified Command structure with identified Incident Commanders from several responding agencies. The IC will work with the Special Operations unit to write an AAR and submit it to the Deputy Chief in charge of Patrol for review before submission to the Chief of Police. [46.1.3 (h)]

2. Operations Section

The Operations Section Chief is responsible for the direct management of all incidents related to operational activities and for establishing tactical objectives for each operational period.

a. Establishing Perimeters

When necessary, the Operations Section shall establish and maintain working perimeters to contain the incident and allocate an area for tactical deployment. At all times the perimeters must be placed at a distance that insures both personnel safety and allows for the appropriate deployment of resources. In ongoing emergency situations, it is essential that the free flow of necessary emergency equipment and personnel be maintained and that unnecessary personnel and vehicles be kept out of the immediate area of operations. Additionally, the outer perimeter also establishes a zone of exclusion for civilians and must be kept secure until the IC declares the incident/response terminated. Controlling access, or admission, to an incident scene is a key function of the IC and must be based on the various unique aspects associated with each emergency incident. Unless directed otherwise, officers assigned to perimeter control should adhere to the following guidelines with regard to the admittance of people and vehicles into a secure area: [46.1.4 (a)]

- (1). Fire and medical personnel will be allowed access to the scene. The command representatives of fire and emergency medical services will be directed to report to the Command Post.
- (2). The IC, after consultation with the command representatives from the other responding agencies, or the UC, will subsequently specify what emergency equipment should be allowed to pass through the perimeter lines. Other emergency equipment arriving at the perimeter will be directed to an appropriate staging area to await orders.
- (3). The Medical Examiner's staff shall be granted admittance whenever appropriate. If necessary, an area should be designated for the Medical Examiner's operations outside the perimeter for the identification of bodies and securing of personal effects.
- (4). Responding Somerville Police personnel and officials will be directed to report to a designated staging area. The IC/UC will make a determination as to which persons should be admitted inside the outer perimeter, report to the Command Post, or if necessary, enter the inner perimeter staging area to await orders.
- (5). Privately owned vehicles are not permitted access through the outer perimeter lines unless carrying required or specialized equipment and cleared by the IC/UC.
- (6). Parking on approach roadways should be discouraged. If allowed, it must be maintained in an orderly manner to ensure that it does not hinder the access or egress of any emergency equipment.

b. Maintaining Command Post and Scene Security

Scene and Command Post security are functions of the IC or Operations Section. Perimeter security should be maintained at all times until the end of the incident and officers assigned to perimeter control should know the positions of other security officers and the types of weapons in use. Perimeter officers should be notified, via radio, of the arrival or presence of plain-clothes officers to avoid them being mistaken for a suspect. Access to the Command Post must be strictly controlled. The Command Post Security detail should verify the identification and function of people requesting access to the Command Post, allowing passage only to essential personnel. [46.1.4 (c)]

c. Conducting Area Evacuations

- (1) An area evacuation may be necessary if an element of the incident creates a public safety threat to area residents or property. All decisions related to an area must be approved and coordinated by the IC representative from the affected area. If an evacuation is deemed necessary, the Operations Section will be responsible for carrying out this mission. Particular attention should be given to evacuating

civilian personnel from inside the perimeter area. The MBTA and Somerville Police will work with the IC/UC to support planned, or ongoing, evacuation efforts to the fullest extent possible. The Operations Section may enlist the help of the media through the Public Information Officer during large-scale or pre-incident (such as a hurricane threat) evacuations. [46.1.4 (b)]

- (2) Shelter-In-Place. In some instances, civilians may be asked to remain in their homes behind locked doors rather than evacuate the area. This is effective where a dangerous individual is eluding capture.

d. Prisoner Transportation

Unless circumstances require otherwise, the Transportation, Processing and Confinement of Somerville Police prisoners shall be conducted in accordance with the Policy on Prisoner Transportation. [46.1.4 (d)]

e. Directing and Controlling Traffic

Traffic direction and control is a responsibility of the Operations Section. Officers directing and controlling traffic should do it in a manner that is the least inconvenient and disruptive to the public, while maintaining perimeter security and open roadways for necessary first responders. Public safety officials from the appropriate municipality will be involved in all long-term traffic diversion planning efforts. Whenever practicable, the media will be used to publish alternate routes and inform the public of potential delays. [46.1.4 (e)]

f. Conducting Post-Incident Investigations

The IC or Operations Section, if activated, is responsible for ensuring that a post-incident investigation is conducted. The investigative findings may identify the cause/responsibility for the incident and enable the filing of criminal charges, when appropriate. [46.1.4 (f)]

3. Planning Section

- a.** The Planning Section is responsible for the collection, evaluation and dissemination of incident situation information and intelligence to the IC. The Planning Section is also responsible for preparing status reports, displaying situation information, maintaining status of resources assigned to the incident, and developing and documenting the Incident Action Plan (IAP) based on guidance from the IC.

- (1) Preparing an Incident Action Plan (IAP): The IAP is prepared by the Planning Section when that section is staffed at the direction of the IC/UC, with input from all appropriate sections. The IAP could be verbal but should be reduced to writing

when conditions allow. The IAP contains management objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next Operational Period. When written, the plan may have a number of attachments, including incident objectives, organization assignment list, division assignments, incident radio communication plan, medical plan, traffic plan, safety plan, and fire, weather, and incident maps. [46.1.5 (a)]

(2) Gathering Intelligence. Unless the IC/UC appoints an Intelligence Officer, the Planning Section is responsible for gathering and disseminating information about the incident. Information obtained will be used to formulate and update the IAP. If intelligence indicates an existing or anticipated change in conditions, the IAP must be modified accordingly to ensure that operations are conducted in a safe and appropriate manner. The Planning Section shall ensure that the updated plan is distributed to all effected officers. [46.1.5 (b)]

(3) Post-Incident Demobilization. Demobilization planning occurs before the end of the incident. The Planning Section is responsible for creating an Incident Demobilization Plan that includes specific instructions for all personnel and resources that will require demobilization. Work on the demobilization plan should begin early in the incident with Planning Section personnel creating rosters of personnel and resources and obtaining additional necessary information. Once the Incident Demobilization Plan is approved, it will be distributed both at the incident site and elsewhere as necessary. [46.1.5 (c)]

4. Logistics Section

- a.** The Logistics Section is responsible for all support requirements needed to facilitate effective and efficient incident management, including the ordering of resources from off-incident locations. The Logistics Section also provides facilities, transportation, specialized team and equipment needs, supplies, equipment maintenance, and fueling, food service, communications, and medical services for incident personnel. [46.1.6]

5. Finance and Administration Section

- a.** The Finance and Administration Section is established when the agencies involved in incident management activities require finance and other administrative support, including administering any procuring additional resources; ensuring that the time personnel spend on the incident is recorded, recording all expenses, processing the administrative paper work associated with rental or supply contracts, and documenting injuries, illnesses and liability issues related to the incident. The Finance and Administration Section also investigates claims involving damaged property associated with, or involved in, the incident. [46.1.7]

L. De-escalation of Personnel

1. The IC may authorize the de-escalation of the police response to an emergency situation under the following conditions:
 - a. When it appears that the emergency situation has been resolved and the public is no longer in jeopardy; and/or
 - (1) The emergency situation is ongoing but does not present any danger to the public.
 - (2) The de-escalation process may involve the reassignment of personnel from the scene.

M. Debriefing

Within forty-eight (48) hours of the termination of an emergency situation, the Chief or designee will be responsible for meeting with, and debriefing, all personnel involved in the situation, and to reviewing and documenting the events that occurred, and the actions that were taken. The Chief or designee will ensure that appropriate stress counseling is made available to all personnel involved in the incident.

N. Training

All sworn personnel are affected by this policy and will receive annual training on the department's All Hazard Plan in response to critical incidents. This will be coordinated by the Training Lieutenant. The Training Lieutenant shall maintain the primary records on training of members in regards to the All Hazard Plan and ICS/NIMS Systems. The policy will be re-issued annually in January. [46.1.9]