



# Town of Lexington

## Police Department

**Subject:** All Hazards Plan (Incident Command System (ICS))  
Reference: 46.1.1, 46.1.2, 46.1.3, 46.1.4, 46.1.5, 46.1.6, 46.1.7, 46.1.9

**Effective Date:**

**Review Date:**

**By Order of:** Mark J. Corr, Chief of Police

**Policy &  
Procedure**

# 46A

### GENERAL CONSIDERATIONS AND GUIDELINES

Members of the Lexington Police Department may be called upon at any time to respond to major emergency situations or unusual incidents. This policy shall guide the actions of members responding to the site of emergencies and unusual incidents requiring more than routine police action, equipment and/or personnel.

Department responses to certain types of major incidents shall be subject to special directives. Personnel involved in incidents for which there is a specific Department policy shall follow the provisions of that policy.

It is the policy of the Lexington Police Department to be prepared for and respond to natural or man-made disasters, civil disturbances, or other unusual occurrences. While many variables are involved in these incidents that prevent the precise development of plans for each situation, basic planning and response considerations may be used for dealing with a variety of unusual / special operations. When a serious incident or unusual occurrence happens it shall be the responsibility of the Commanding Officer to notify the Chief of Police, Captain of Administration and the Captain of Operations.

Department members shall utilize the formal Incident Command System procedures that are delineated in this policy for all serious incidents and unusual occurrences. Certain incidents may shift to Unified Command if the situation involves other concerns.

Under Massachusetts law, the Fire Department Chief is the overall commander at any natural or man made disaster.

## A. Definitions

1. **Command:** The Incident Commander (or Unified Command) and the Command Staff positions.
2. **Command Staff:** Incident Command System (ICS) positions required to support the command functions that are not specifically identified in the General Staff functional elements: Safety Officer, Information Officer and Liaison Officer
3. **General Staff:** Incident management personnel (Section Chiefs) who represent the major functional elements of the ICS: Operations, Planning, Logistics and Finance/Administration.
4. **Incident Command System:** A National Incident Management System (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.
5. **Incident Commander:** The person designated as being in charge of the overall incident for an agency or jurisdiction.
6. **Inner Perimeter:** The immediate area of containment around an incident site.
7. **Outer Perimeter:** The peripheral control area surrounding the inner perimeter that provides a safe zone for access to and from the inner perimeter, and defines the limit of access by unauthorized persons.
8. **Staging Area:** Locations designated by the IC or Operations Section Chief where resources are placed while awaiting a tactical assignment to the incident site.
9. **Unified Command:** The command structure formed when ICs from some or all of the responding agencies or jurisdictions operate together to manage an incident.
10. **Unity of Command:** The principle that every individual has a designated supervisor to whom they report at the incident scene.
11. **Unusual Occurrences:** Situations, generally of an emergency nature, that result from disasters, both natural and man-made. (Examples at the local level could include fatal or serious bodily injury car accidents, plane crashes, house fires, etc.)

- B. Emergency Response Coordinator [46.1.1, 46.1.8]
1. The Chief of Police or his/her designee shall be designated as the Department's Emergency Management Director. The Chief of Police or his/her designee shall be the Emergency Response Coordinator (ERC), who shall be responsible for the management of the planning functions for the Department's response to unusual incidents.
  2. The Emergency Response Coordinator shall be responsible for ensuring that:
    - a. Written plans are prepared for responding to major emergency situations or unusual occurrences.
    - b. Emergency operations plans are will be accessible to all command personnel in the Commanding Officer's Office.
    - c. Emergency management and operations plans are reviewed and updated at least annually, and
    - e. Department equipment designated for use in unusual incidents is inspected quarterly by the appropriate Quartermasters, including the Police Mechanic for operational readiness.
- C. Incident Command System (ICS)
1. The Incident Command System is designed to produce effective and efficient incident management through the integration of facilities, equipment, personnel, procedures and communications operating within a common organized structure.
  2. Generally, the ICS organization is comprised of the following functions and/or positions:
    - a. Incident Commander
    - b. Command Staff
    - c. General Staff/Sections.
  3. At smaller incidents, the Incident Commander may perform all of the needed functions him/herself. At complex incidents, the Incident Commander will appoint personnel to General Staff and Command Staff positions as necessary.
- D. Command Modes
1. The command function may be conducted in two ways: a single Incident Commander or Unified Command.

2. When an incident does not involve jurisdictional or functional overlap (i.e. the incident involves Department response only), a single IC will be designated with overall management responsibility.
3. In incidents that become multi-jurisdictional or involve multiple agencies within the same jurisdiction, a Unified Command (UC) may be required to replace the IC.

E. Incident Commander (IC)

1. The Incident Commander has the following responsibilities:
  - a. Develop incident objectives on which subsequent planning will be developed,
  - b. Oversee the development and implementation of an Incident Action Plan (IAP), and
  - c. Approve requests pertaining to the ordering of incident resources.
2. To facilitate the management of a large-scale incident, the IC may delegate authority for performing certain functions to others, as required. The IC will base the decision to expand or contract the ICS organization on three priorities:
  - a. **Life Safety:** the IC's first priority is always the safety of emergency responders and the public,
  - b. **Incident Stability:** the IC is responsible for determining a strategy that will minimize the effect the incident may have on the surrounding area, and maximize the response effort while using resources effectively, and
  - c. **Property Conservation:** the IC is responsible for minimizing damage to property while achieving the incident objectives.
3. The IC is also responsible for performing any Command Staff and General Staff functions that are not assigned and staffed.

F. Unified Command (UC)

1. The purpose of UC is to manage a multi-agency incident under a single, collaborative approach, which includes:
  - a. A common organizational structure,
  - b. A single incident command post,
  - c. A unified planning process, and
  - d. Unified resource management.
2. Under UC, all agencies with jurisdictional authority or functional responsibility for any or all aspects of an incident, and those able to provide specific resource support, participate in the UC structure. The

composition of the UC team will depend on the location and the type of incident.

3. Individuals designated by their organization to the UC jointly determine objectives, strategies, plans and priorities, and work together to execute integrated incident operations.
4. Department members who are performing IC duties at an incident that meets the above criteria shall consider the creation of a UC whenever appropriate.

G. Command Staff

1. Command Staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements.
2. The Command Staff positions are:
  - a. **SAFETY OFFICER:** 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. **INFORMATION OFFICER:** The Information Officer is responsible for interfacing with the public, media and/or other agencies with incident-related information requirements.
  - c. **LIAISON OFFICER:** The Liaison Officer is the point of contact for representatives of other government agencies, non-governmental organizations, and/or private entities.
3. Assistants can be assigned for Command Staff positions as required.

H. General Staff

1. The General Staff includes incident management personnel who represent the major functional elements of the ICS.
2. The General Staff positions report to the IC, who serves in the Command function, and are:
  - a. Operations Section
  - b. Planning Section
  - c. Logistics Section, and
  - d. Finance and Administration Section.

3. Deputy Section Chiefs may be assigned for General Staff positions as needed.

I. Command Functions [46.1.3]

1. The **first officer** to arrive on-scene will assume the duties of the **Incident Commander** and will remain so until properly relieved by a superior officer.
2. The IC shall ensure that all appropriate command functions are completed, either in person or through appointed Command Staff or General Staff.

J. Personnel Safety [46.1.3(g)]

The Command Section is responsible for supervising the safety of all involved personnel. In incidents where the IC cannot personally oversee safety issues, he/she will designate a Safety Officer.

K. Command Post [46.1.3(b)]

1. The Command Section will establish a Command Post. Initially, the Command Post may be a cruiser or other emergency vehicle, or a designated location within or adjacent to the incident site. The Department's Mobile Command Post may be assigned to the scene of any emergency incident requiring its resources, at the discretion of the Shift Supervisor.
2. Once a Command Post is established, its location should be communicated to all appropriate personnel.
3. The Command Post should:
  - a. 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,
  - b. Be positioned outside of the inner perimeter, but within the outer perimeter to provide security and controlled access,
  - c. Have the ability to expand as necessary, and
  - d. Be easily identified by the use of a flag, placard or other highly visible means, such as a blue flashing police lights.
4. In cases where there are joint operations with other agencies, a consolidated command post will be established with all responding agencies.

5. The command post will be deactivated when all operational phases cease and/or the incident is terminated.

L. Mobilizations [46.1.3(c)]

1. If on-duty Department staff resources are inadequate to meet the incident's operational needs, the Command Section is responsible for the mobilization of additional Department personnel.
2. In such cases, the IC will request that the Shift Supervisor initiate a call-out and/or mobilization of additional Departmental personnel.

M. Outside Agencies [46.1.3(d)]

1. In the event that there are insufficient local resources to properly handle an incident, appropriate outside agencies should be contacted for assistance.
2. In incidents where the assistance of neighboring law enforcement agencies is required to meet an incident's operational needs, the IC may request that the Shift Supervisor seek the appropriate mutual aid.
3. For large-scale incidents, the Chief of Police may request state or federal assistance. Under the provisions of MGL c.38, the Governor has the authority to deploy the National Guard to assist state and local authorities in the protection of life and property.
4. During certain types of incidents (e.g. acts of terrorism), the Chief of Police or his/her designee may also request federal law enforcement assistance.

N. Staging Areas [46.1.3(e)]

The Command Section will identify locations for the staging of incoming personnel and/or equipment. Locations should be large enough to contain personnel and equipment awaiting assignment.

O. Public Information [46.1.3(f)]

1. The release of information relative to ongoing emergencies is particularly sensitive and important. The ultimate responsibility for the dissemination of public information rests with IC. Depending on the size of the incident, whenever possible, the IC will coordinate the release and distribution of information with the Department's Public Information Officer (PIO).

2. Information should be updated as often as practicable, as this will minimize the opportunity for rumors or misinformation to develop. See Policy 54A-Public Information and the News Media.

P. After Action Report [46.1.3(h)]

1. As soon as practicable after a major incident, the IC shall coordinate the preparation of an after-action report concerning all Department activities. The report will include any applicable ICS forms created during the incident, budgetary impacts, copies of any related reports issued by Department units (i.e. SWAT), and recommendations concerning the handling of similar problems in the future.
2. The Captain of Operations will review the after-action report and forward it to the Chief of Police.

Q. Operations Section [46.1.4]

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

R. Establishing Perimeters [46.1.4(a)]

1. Controlling access to an incident scene is a key function and must be based on the unique aspects associated with each incident. When necessary, the Operations Section shall establish and maintain working perimeters to contain an incident and will allocate an area for tactical deployment. Perimeters must be placed at a distance that ensures personnel safety and allows for the appropriate deployment of resources.
2. In ongoing emergency situations it is essential that the free flow of necessary equipment and personnel be maintained, and that unnecessary personnel and vehicles be kept out of the immediate area of operations. The *outer perimeter* establishes a zone of exclusion for civilians and must be kept secure until the IC declares the incident/response properly terminated.
3. Unless directed otherwise, officers assigned to perimeter control should adhere to the following guidelines:
  - a. The IC, after consultation with the command representatives from the other responding agencies, will specify what emergency personnel and/or equipment should be allowed to pass through the perimeter lines
  - b. Other emergency equipment arriving at the outer perimeter will be directed to an appropriate staging area to await orders

- c. Privately owned vehicles will not be permitted access through the outer perimeter lines unless carrying required equipment and cleared by the IC.
  - 4. 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 emergency equipment.
- S. Maintaining Security [46.1.4(c)]
- 1. Scene and Command Post security are functions of the IC or Operations Section. Perimeter security should be maintained at all times and access to the Command Post must be strictly controlled.
  - 2. A Command Post security detail should verify the identification of persons requesting access to the Command Post, allowing passage only to essential personnel.
  - 3. During incidents with potentially dangerous persons, officers assigned to perimeter control should be notified, via radio, of the presence of plain-clothes officers so as to avoid their being mistaken for a suspect.
- T. Evacuations [46.1.4(b)]
- 1. The evacuation of an area may be necessary if conditions create a safety threat to local residents or property. An agency representative from the area to be evacuated should coordinate evacuation activities.
  - 2. When an evacuation is deemed necessary, the Operations Section will be responsible for carrying out this task. Particular attention should be given to evacuating civilian personnel from inside the perimeter area. The Operations Section may enlist the help of the media through the Information Officer during large scale or pre-incident (such as a hurricane threat) evacuations.
  - 3. In some instances, it may be safer to advise civilians to remain in their houses and Shelter In Place rather than evacuate an area. This may be effective in areas where a dangerous individual is eluding capture.
- U. Detainees [46.1.4(d)]
- 1. The threat of imminent violence, or violations of criminal law by members of an unruly or volatile crowd, may require the restraint of persons, including arrests.
  - 2. If an arrest is made in a situation involving an unruly crowd:

- a. Arrestees should be removed from the scene of the disturbance as soon as possible,
- b. Documentation (business card, etc) providing the name of the arresting officer and the criminal charges should be placed somewhere on the arrestee, and
- c. If possible, a photograph of the arresting officer with his/her prisoner should be taken for accurate identification.

Note: The above are included to consider circumstances such as an arresting officer who is in tactical gear and turns to continue to deal with a crowd after making the arrest, with other officers transporting the prisoner.

3. Unless emergency circumstances require otherwise, the transportation, processing and confinement of any detainee held in conjunction with an emergency situation shall be conducted in accordance with Department policies and procedures.

V. Traffic [46.1.4(e)]

1. Traffic direction and control is a responsibility of the Operations Section. Officers directing and controlling traffic should:
  - a. Maintain perimeter security
  - b. Keep roadways/intersections clear for emergency vehicles, and
  - c. Prevent unnecessary traffic from entering the affected area.
2. Whenever practicable, the media should be utilized to publish alternate routes and inform the public of possible traffic delays.

W. Follow-up Investigations

1. The IC (or Operations Section, if activated) is responsible for ensuring that any necessary post-incident investigations are conducted.
2. Such investigations may be required to identify the cause/responsibility for the incident and enable the filing of criminal charges, when appropriate.

X. Planning Section [46.1.5]

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 based on guidance from the IC.

Y. Intelligence [46.1.5(a)]

1. The Planning Section is responsible for gathering and disseminating information about the incident. Information obtained will be used to formulate and update the IAP.
2. 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.
3. The Planning Section shall ensure that the updated plans are distributed to all affected officers.

Z. Incident Action Plans (IAP)

1. The IAP contains the objectives reflecting the overall incident strategy and specific tactical actions, and supporting information for the next operational period. For simple incidents, the IAP may be verbally transmitted. For complex incidents, the IAP will be a written document.
2. 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.
3. The incident action planning process includes the following steps:

Step	Action
1	Understand applicable Departmental policies and directives.
2	Assess the incident situation.
3	Establish the incident objectives.
4	Select an appropriate strategy or strategies to achieve the objectives.
5	Perform tactical direction (apply tactics appropriate to the strategy, assign the right resources, and monitor their performance).
6	Provide necessary follow-up (change strategy or tactics as needed, add or subtract resources, etc.).

4. IAPs are always based on incident needs and the ICS organization. They must be flexible and constantly reevaluated, and should be based on an operational period of no more than 24 hours.

AA. Demobilization [46.1.5(c)]

1. Planning for demobilization occurs prior to the end of the incident. The Planning Section is responsible for creating a Demobilization Plan that includes specific instructions for all personnel and resources that will be

demobilized. Once the Demobilization Plan is approved, it will be distributed as necessary.

2. The Demobilization Plan will include procedures to:
  - a. Account for all officers engaged in the incident
  - b. Disengage officers as appropriate, and
  - c. Assign officers or other personnel, as needed, to remain in the area of incident to ensure that it is protected.
  
3. Post-occurrence procedures will include:
  - a. Deactivating the command post
  - b. Ensuring that all Department equipment is collected and returned
  - c. Conducting a tactical debriefing of the incident, when appropriate, and
  - d. Notifying the Peer Support Team of the incident, and providing appropriate stress counseling to all involved police personnel.

**BB. Logistics Section [46.1.6]**

1. 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.
  
2. The Logistics Section also provides facilities, transportation, supplies, equipment maintenance, food service, accommodations and medical services for incident personnel.

**CC. Communications [46.1.6(a)]**

1. During a declared emergency event, the Department will activate the communications area in the Emergency Operations Center located at the Department of Public Works. Emergency communications will be coordinated with Dispatch personnel.
  
2. Due to the volume of radio traffic associated with a large-scale emergency event, the Incident Commander may have assigned personnel utilize alternate radio channels.
  
3. The IC may also utilize other communications resources, such as Department-issued cellular phones and mobile data terminals, as necessary.

**DD. Transportation [46.1.6(b)]**

When the transportation of personnel or equipment to or from the site of an emergency is required, the Logistics Section will consider all sources of transportation. Depending on the circumstances of the event, modes of transportation that may be utilized include: Department vehicles, Town-owned vehicles, and personal vehicles.

**EE. Medical Support [46.1.6(c)]**

1. The Logistics Section will ensure that appropriate medical support is available for all emergency services personnel at the incident scene. Medical support will also be provided for any civilian victims suffering from physical injury.
2. Medical support should include EMS/ambulance services through the fire department, and providing notice to area hospitals of the need for standby staff in the emergency room.

**FF. Supplies & Equipment Needs [46.1.6(d)(e)]**

1. If the IC determines the need for personnel or units with specialized training at an incident, the Logistics Section will make arrangements for the deployment of said personnel.
2. The Chief of Police, as Emergency Management Director, has the authority to determine the availability of Town-owned equipment and to recall such equipment for use in emergency events as necessary.
3. The Incident Commander shall have the authority to recall and utilize all Department resources required for an emergency incident, including any Department vehicle.
4. If an incident requires the acquisition of supplies to maintain operations, or specialized equipment is needed for police response, the Logistics Section will make every effort to obtain that equipment.

**GG. Finance & Administration Section**

1. The Finance and Administration Section is established when incident management activities require finance and other administrative support.
2. Finance and Administration Section activities will include:
  - a. Recording all expenses related to the incident

- b. Processing the administrative paper work associated with rental or supply contracts, and administering any procurement contracts
- c. Ensuring that staff time expended on the incident is recorded
- d. Documenting injury, illness and liability issues related to the incident, and
- e. Investigating claims of damaged property associated with the incident.

#### HH. Section Sub-Units

Sections may be divided as necessary into the following subgroups:

- 1. **Branches:** An organizational level having functional or geographic responsibility for major parts of incident operations
- 2. **Divisions:** The organizational level having responsibility for operations within a defined geographic area
- 3. **Groups:** The organizational level having responsibility for a specified functional assignment at an incident
- 4. **Single resources:** An individual, piece of equipment and its personnel, or a team of individuals with an identified supervisor that can be used at an incident
- 5. **Strike Teams:** A group of resources of the same size and type
- 6. **Task Forces:** A combination of different single resources assembled for a particular operational need, with common communications and leader, and
- 7. **Units:** The organizational element having functional responsibility for specific incident planning, logistics, or finance/administration activity.

#### II. Equipment Readiness [46.1.8]

- 1. It is the responsibility of each Departmental unit or person to which property is assigned to maintain any issued and stored Department property in a state of operational readiness.
- 2. The Department Quartermaster, will conduct a documented quarterly inspection for operational readiness of equipment under his/her oversight and designated for use in support of this plan.
- 3. Completed inspection reports will be submitted to the Emergency Response Coordinator, and copies will be provided to the Captain of Operations.

JJ. Disturbances

1. MGL c.40 s.98 gives police officers the authority to suppress and prevent all disturbances and disorder, disperse any assembly of three or more persons, and enter any building to suppress a riot or breach of the peace therein.
2. Officers assigned to a disturbance/crowd control will:
  - a. Use only the amount of force reasonably necessary to obtain control, to protect themselves, other officers, or bystanders from physical injury or to make arrests
  - b. Maintain a professional demeanor
  - c. Be vigorous and decisive when action is required
  - d. Act as a coordinated unit
  - e. Keep emotional and agitated persons in the crowd separated, if possible, and
  - f. Keep counter-demonstrations from forming.
3. No attempt shall be made to accomplish a police objective without sufficient resources on scene. A crowd should be broken up from its outer edges and permitted to disperse as individuals or small groups. A sufficient number of avenues of dispersal will be provided whenever possible.

KK. Accessibility

1. Copies of all policies, plans and procedures that relate to special situations or unusual occurrences will be accessible in the Co's Office.
2. It is the responsibility of all supervisors to be familiar with all written plans and procedures for emergency situations and unusual incidents.

LL. Training [46.1.9]

All affected personnel will receive documented annual training on this All Hazards Plan.