

**LITTLE ROCK POLICE DEPARTMENT
GENERAL ORDER**

G.O. 308 SPECIAL THREAT SITUATIONS

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I. Purpose

- A. The purpose of this General Order is to establish guidelines by which the Little Rock Police Department shall respond to hostage situations, incidents involving barricaded persons, or other high-risk situations, that pose imminent danger to human life.
- B. The primary concern of responding units, in any high-risk situation, is the protection of life. The preservation of the life of innocent persons, and self-preservation shall be foremost in the mind of every officer.
- C. The primary responsibility of any officer, responding to a high-risk situation, is to identify the situation and participants, secure the incident scene, notify and deploy necessary support personnel, and initiate efforts to resolve or defuse the situation. Personnel involved also have the responsibility of maintaining accurate records throughout the incident.

II. Discussion

- A. High-risk situations require well-disciplined, specially trained, and properly equipped personnel, functioning as a team, to resolve a situation safely and effectively.
 - 1. When situations occur, which warrant special tactical procedures for successful resolution, personnel trained and equipped for such are necessary; the Special Weapons and Tactics (SWAT) Unit is responsible for this mission.
 - 2. When negotiations are desired to defuse a situation, personnel trained and equipped for such are necessary; the Crisis Negotiations Team (CNT) is responsible for this mission.
 - 3. In many instances, both the SWAT Unit and the CNT are necessary for the resolution of an incident.
- B. The use of deadly force, in a high-risk situation, will be governed by applicable laws and Departmental General Orders and directives. Although deadly force is authorized by law and Policy, under certain conditions, it shall be used only as a last resort.
- C. No order, or set of orders, can be written to cover all possible situations. High-risk situations involve high levels of stress. Common sense and calm, life protecting police procedures must prevail. SWAT Unit members are specially trained and equipped for this mission. They, like all officers, are permitted to use deadly force, as authorized in these General Orders.

III. Definitions

- A. High-risk situations – Incidents, involving an act of violence, or potential acts of violence, in which innocent persons and/or law enforcement officers are at a disadvantage and subject to extreme danger. The following are examples of high risk situations:
1. Hostage Situation - One or more persons being held against their will, with the actual or implied use of force. This could be the result of a crime, domestic problem, or other incident.
 2. Barricaded Subject - A person who takes a position of concealment to avoid apprehension. The use of force to resist apprehension shall have been displayed through action or words, and the officer shall have reason to believe that the suspect will use deadly force to avoid apprehension.
 3. Other - Any situation (such as the serving of a search or arrest warrant, under hazardous circumstances; information or evidence there will be armed resistance; etc.), not described above, that an officer determines falls within the definition of a high-risk situation, and that a response by the SWAT Unit is warranted.
- B. Operational Definitions
1. Incident Commander – The Special Investigations Division Commander shall serve as the Incident Commander for all Special Threat Situations. The Incident Commander shall have overall control and responsibility for the SWAT Unit and the CNT and, upon his arrival at high-risk situations, will direct the overall operation. The Incident Commander shall report to the Assistant Chief of Police / Investigative & Support Bureau.
 2. Special Weapons and Tactics (SWAT) Unit - A unit comprised of specially trained and equipped officers who respond to high-risk situations.
 3. SWAT Unit Commander - A Lieutenant responsible for coordinating training, operational use, and administrative affairs of the Unit, as well as the day-to-day supervision of the SWAT Unit. The SWAT Unit Commander shall report directly to the Incident Commander.
 4. SWAT Unit Team Leader – Sergeant, who supervises the operations of a specific SWAT team and reports to the SWAT Unit Commander.
 5. Assistant Team Leader - Sworn member of the SWAT Unit, who assists the Team Leader in the supervision of a specific SWAT team and reports directly to the SWAT Team Leader.
 6. SWAT Unit Call Out - Members of the unit advised to meet in a designated location, with all necessary supplies and equipment.
 7. Command Post (CP) - Field headquarters located in a safe and secure area, not subject to gunfire from the scene, from which the Incident Commander will control the operation. The CP shall be comprised of the Tactical Operations Center (TOC) and the Crisis Negotiators Operations Center (CNOC).

8. Tactical Operations Center (TOC) - The SWAT Van or other designated vehicle or area, where all tactically significant information to support the SWAT mission is gathered for use by the SWAT Unit Commander.
9. Tactical Operations Center Coordinator - A sworn member, designated by the SWAT Unit Commander, to oversee the functioning of the Tactical Operations Center.
10. Immediate Action / Deliberate Action Team - An element of the SWAT Unit charged with providing cover and control of the inner perimeter and conducting entry operations.
11. Inner Perimeter - The immediate area of containment. This area is initially manned by patrol personnel, until relieved by members of the SWAT Unit.
12. Outer Perimeter - Controlled area, manned by patrol officers, which is set up outside the inner perimeter to keep vehicular and pedestrian traffic out of the incident area.
13. Operation Order - Overall plan, prepared by the Incident Commander, which outlines the course of action which will be utilized to resolve the situation. The SWAT Unit Commander will prepare the Operation Order for routine Warrant Service.
14. Tactical Assault - A maneuver by an element of the SWAT Unit to resolve a situation.
15. After Action Memorandum - A memorandum, outlining comments and actions taken regarding the conduct of the operation, with regard to issues relating to training, operational and administrative procedures, and equipment needs.
16. Crisis Negotiations Team (CNT) - A unit comprised of personnel specially trained and equipped for negotiations.
17. CNT Commander - A Lieutenant responsible for the training, operational use, and administrative affairs of the Unit. The CNT Commander reports directly to the Incident Commander.
18. CNT Supervisor – A Sergeant responsible for overseeing different functions within the CNT (Negotiations, Operations, and Logistics/Support).
19. Negotiator - A law enforcement officer or civilian member who is specially trained to perform negotiation functions. Negotiators report directly to the CNT Commander.
20. Crisis Negotiations Operations Center (CNOC) - The City of Little Rock Emergency Command Vehicle or other designated vehicle or area, where all significant information and intelligence are gathered and the Crisis Negotiations Unit conducts negotiations.
21. Logistical Commander – A Lieutenant who will direct the activity of all mission essential functions that fall outside of the scope of the SWAT Unit Commander and the CNT Commanders.
22. Logistics Support - Law enforcement, fire department, ambulance company, and governmental and private industry components, with resources that may provide support in high-risk situations.

23. Tactical Emergency Medical Support (TEMS) - Physicians and emergency medical technicians specially trained and equipped to provide medical support in high-risk situations.

IV. Procedures

A. General Instructions

1. Any officer shall have the authority to call up the SWAT Unit, within the confines of this General Order. If the officer is unsure whether the situation falls within the definition of “high risk”, the SWAT Unit will be called for the safety of the citizens and officers involved.
2. Assigned units will maintain radio discipline and refrain from radio transmission, except when absolutely necessary. Unassigned units shall remain clear of the high-risk situation area and shall not enter the area, unless directed.
3. Assigned personnel shall change radio frequency to the designated operational channel, when directed to do so by Communications.
4. SWAT Unit personnel will use a frequency, other than that designated for operational use by Communications. The SWAT Unit Commander will monitor the designated operational frequency. Non-SWAT personnel will make no transmissions on the designated SWAT frequency, and will communicate with the SWAT Unit Commander on the designated operational frequency.
5. Whenever possible, communications relating to the high-risk situation will be made by secure channel or telephone.
6. Units directed to the high-risk situation shall report to the Command Post/Assembly Area for specific assignment.

B. First Officer at the Scene

1. Move to a position that affords cover and concealment, and avoid a confrontation with the suspect(s).
2. Advise the Communications Section to restrict a channel for the use of involved units.
3. Direct arriving units to form an inner perimeter, thereby confining the suspect(s) to the immediate area.
4. Evaluate any injured persons and request medical assistance, if necessary.
5. Call out the SWAT Unit and CNT, and contact a Field Supervisor.
6. Maintain firearms discipline. (The discharging of firearms by officers will be governed by established Departmental General Orders.)
7. Notify the Communications Section by the safest means available of the following:

- a) Location of the incident and nature of the offense.
 - b) Number and description of hostages. (The names of suspects or hostages should be transmitted to the Communications Section by secured phone lines, rather than by radio, if possible.)
 - c) Description of suspect(s) and weapons.
 - d) The location to which additional units should respond, as well as any areas or streets which may be unsafe for responding units to enter.
8. Detain and separate all witnesses to the incident for later debriefing.
 9. Brief the first-arriving supervisor of the situation and location of all officers at the scene, and stand by for debriefing by SWAT and CNT members.
 10. At the conclusion of the high-risk incident, submit a detailed Offense Report, outlining the circumstances of the incident.

C. First Supervisor at the Scene

1. Evaluate the situation.
 - a) Confirm the nature of the high-risk situation (barricade/hostage/other) and call out the SWAT Unit and CNT, if not already in route.
 - b) Establish an assembly area for responding units, request a Shift Commander, and have Communications Section contact the Public Affairs Officer.
2. Confirm and completely secure an inner perimeter around the high-risk location to control access in and out of the location.
3. Evaluate the necessity and desirability of evacuating civilians and/or injured persons from danger areas at this time. If safe, assign patrol personnel to effect their removal to a location outside the outer perimeter. Debrief those evacuated for information about the incident and/or suspect(s).
4. Establish an outer perimeter, beyond the view of the high-risk location, block off all vehicular entrances, and restrict citizens and unauthorized vehicles from entering the danger area.
5. Establish a Command Post at a safe location, beyond the view of the high-risk location, to which responding personnel can report. Ensure the Communications Section is made aware of this location.
6. Ensure that all personnel maintain firearms discipline.
7. Continually update the Communications Section of any new information, and secure any witnesses at a safe location near the Command Post for debriefing by SWAT officers and negotiators.

8. As time permits, collect the following information for the SWAT Section Commander:
 - a) Situation Report - The who, what, when, where, why, and how of the incident.
 - b) Floor plan of the incident location, construction of the incident location, to include the type of doors and windows, and access points to shut off power, water, and gas.
 - c) Civilians that still need to be evacuated or those who refused to evacuate.
 - d) Subject and hostage information, to include physical and clothing description; weapons; demands made and nature of contact with arriving officers; medical information, to include mental condition; criminal history; incident history of the location; outstanding warrants; and any other applicable information.
 - e) Location of officers on the inner perimeter.
 9. Coordinate the relief of inner perimeter officers with the SWAT Unit Commander who, upon his arrival, will then assume command of the scene.
 10. Debrief and reassign inner perimeter officers, as they are relieved by SWAT Unit members.
 11. At the conclusion of the incident, assign a patrol unit to transport the suspect(s).
- D. The Shift Commander, at the Scene, shall establish liaison with the first supervisor on the scene and confirm or establish:
1. Inner and outer perimeters, and evacuate any civilians and/or injured, that can be safely moved.
 2. Designate an assembly area and a Command Post location.
 3. Establish a news media information area and assign an officer to serve as a media liaison, until the arrival of the Public Affairs Officer.
 4. Control the location of witnesses, coordinate requests for specialized equipment and vehicles (i.e., rescue, ambulance, fire, etc.), and coordinate any logistical support with other law enforcement, governmental, and private organizations.
 5. Coordinate patrol operations with the on-duty Shift Commander of the unaffected Field Services Divisions.
 6. Coordinate with Special Investigations Division personnel to provide electronics or surveillance support for both SWAT and Negotiation Units, if necessary.
 7. At the conclusion of the high-risk situation, conduct a critique session, with involved patrol personnel, at the Police Administrative Building or appropriate substation.

E. The Incident Commander shall:

1. Formulate an Operational Plan for resolving the high-risk situation by correlating the situational reports and the recommendations from the SWAT Unit Commander with those from the CNT Commander.
2. Coordinate with the Major Crimes Division supervisor for the procurement of such search/arrest warrants, as may be appropriate. Except under emergency conditions, in which the lives of civilians/hostages and/or law enforcement officers are in immediate danger, warrants will be obtained, prior to a tactical assault.
3. Authorize the use of chemical agents when appropriate. Unless otherwise restricted by the SWAT Unit Commander, SWAT personnel engaged in a tactical assault may use distraction devices at their discretion, when tactical advantage may be gained by its use.
4. Provide situational and status reports to the Assistant Chief of Police – Investigative Bureau and/or the Chief of Police. The Incident Commander will appoint another Captain to assume his responsibilities in his absence in accordance with policy

F. The SWAT Unit Commander shall:

1. Formulate an Operational Plan for the tactical resolution of the high-risk situation and the service of search and arrest warrants.
2. Brief arriving SWAT personnel, and direct the Immediate Action Team in the relief of patrol personnel on the Inner Perimeter.
3. Designate a radio channel, which will be used only by SWAT personnel. All other communications will occur on the channel restricted by the Communications Section, at the onset of the incident, or on such channel, as may be designated for such use by supervisory personnel in command at the scene.
4. Direct the Immediate Action Team to prepare for an emergency tactical assault and to begin planning for a deliberate tactical assault. Tactical assault is used as a last resort, only when all reasonable options have been exhausted, or are no longer practical, and at the direction of the Incident Commander.
5. Request the presence, if not already summoned, of Tactical Emergency Medical Support (TEMS) personnel, and direct their activities at the scene.
6. Request the call out of a Canine Team, and direct its placement, so as to prevent the escape of the suspect from the Inner Perimeter.
7. Request the presence of the Fire Department Bomb Disposal Squad, when explosives are found or are believed to be present.
13. Submit an after action memorandum to the, Incident Commander at the earliest opportunity, after the high-risk situation is completed.

- G. The SWAT Unit Team Leader shall perform the SWAT Unit Commander's duties, in his absence; perform any other duties, as specified by the SWAT Unit Commander; and direct all tactical operations involving the team he is assigned to command.
- H. The SWAT Unit Assistant Team Leader shall assist the SWAT Unit Team Leader in directing his team during tactical operations, and perform other duties as directed by the SWAT Unit Commander or Team Leader.
- I. SWAT Unit Members shall follow all orders issued by SWAT supervisors, keep the Team Leader advised of all information that may affect the operation, and arrive at the assembly area in SWAT uniform, with all assigned equipment.
- J. The CNT Commander shall:
 - 1. Report to the Incident Commander. Shall be responsible for formulating an Operational Plan for resolving the crisis through negotiations.
 - 2. Brief arriving Crisis Negotiation personnel and make assignments as needed. Be responsible for the overall coordination and direction of the negotiation team.
- K. CNT Co-Commander shall:
 - 1. Report to the Incident Commander
 - 2. Serve as the direct link to the Incident Commander and the Tactical Unit Commander on overall negotiation progress.
- L. CNT Negotiations Supervisor shall:
 - 1. Report to the CNT Commander,
 - 2. Supervise all communications with suspects,
 - 3. Assign the Primary, Secondary and Coach Negotiators to particular duties after consulting with the CNT Unit Commander,
 - 4. Assure proper flow of information from Negotiations to and from Sergeant (Operations), SWAT Liaison, and Command level Officers, and
 - 5. Actively monitor the negotiation process and advises personnel on tactics and updated information as the event continues.
- M. CNT Operations Supervisor shall:
 - 1. Report to the CNT Commander,
 - 2. Supervise the collection and dissemination of all Intelligence information,
 - 3. Assign Investigators to interview hostages, family members, neighbors, etc.,

4. Assign Investigators to act as Liaisons to Family Members On-Scene, and
 5. Compiles Intelligences into clear concise format to pass along to Sergeant (Negotiations), SWAT Liaison, and Command level Officers.
- N. CNT Logistics/Support Supervisor shall:
1. Report to the CNT Commander:
 2. Supervise the use of all equipment and other support needs:
 3. Assign Technicians / Officers to duties in support of the operation.
 4. Assure needed equipment and supplies are readily available for deployment in support of the operation. (I.e. Throw Phone, food, water, bull horn...etc...)
 5. Ensures the immediate and proper flow of all information at all times.
- O. CNT Primary Negotiator shall:
1. Report to the Negotiations Supervisor
 2. Communicate directly with the suspect. Attempts to gain the suspect(s)' trust, gathers intelligence, and ultimately assists the suspect with surrender.
 3. Develops verbal tactics, monitors and assesses the subject's level of emotional arousal, strives to "slow everything down" and defuse the situation.
 4. Introduce the Secondary Negotiator to the subject if necessary
- P. CNT Secondary Negotiator shall:
1. Report to the Negotiations Supervisor
 2. Aid the primary negotiator in establishing an effective communication strategy when talking to the subject in crisis.
 3. Monitor the conversation between primary negotiator and suspect. He/She helps with the conversation (ideas, strategy).
 4. Make sure that all information flows from intelligence sources to negotiator.
 5. Act as a support and relief buffer for the primary negotiator.
 6. Be the first line of relief for the primary negotiator
- Q. CNT Coach shall:
1. Report to the Negotiations Supervisor,

2. Aid the primary negotiator in establishing an effective communication strategy when talking to the subject in crisis,
3. Monitor the conversation between primary negotiator and suspect. He/She helps with the conversation (ideas, strategy), and
4. Regulate and provide information to the primary and secondary negotiator acts as an information bridge, keeps negotiations on a predetermined path.

R. CNT Scribe shall:

1. Report to the Negotiations Supervisor
2. Maintain written documentation of all communication and actions taken during the incident.
3. Be responsible for forwarding a report of all information, time lines, and any audio or video recordings to the CNT Negotiations Supervisor at the conclusion of the incident.
4. Be responsible for adequately updating the status board or master log.

S. CNT Investigator shall:

1. Report to the CNT Operations Supervisor
2. Gather information on the suspect, hostages, situation, and background.
3. Act as a liaison to family members
4. Provide the following types of intelligence:
 - a) Incident Intelligence- Information about the incident necessary to establish probable cause (who what, when, where and why/how). Also a chronological summary of the incident
 - b) Tactical Intelligence- Information needed for planning a tactical response (known weapons, diagrams, location of subjects, key holders, etc...).
 - c) Subject Intelligence- Information about the Hostage taker/Suspect's personality or behavior that is necessary to understand Incident Intelligence- Information about the incident necessary to establish probable the motivation or degree of risk to self or others. Also any physical and clothing descriptions.

T. CNT Equipment Technician shall:

1. Report to the Logistics/Support Supervisor
2. Ensure needed equipment and supplies are readily available and on hand for the operation (i.e. throw phone, cameras, computers, food, water, bull horn, etc...)

3. Ensure the immediate and proper flow of all information.
- U. The Logistical Commander shall:
1. Report directly to the Incident Commander. Upon arrival at the scene shall assume command for all street closures, location of the Command Post and the media staging area.
 2. Direct the evacuation of injured persons or civilians from the area within the Outer Perimeter, if such evacuation has not been completed upon arrival. Shall be responsible for securing locations and transportation for the temporary displacement of civilians.
 3. Request the response of the LRPD Aviation Unit and/or the Arkansas State Police Aviation Unit when needed, notify them of the situation, and determine response time. Shall also be responsible for locating an adequate landing zone.
 4. Request the presence of the Fire Department Bomb Disposal Squad, when explosives are found or are believed to be present.
 5. Ensure that MEMS is notified and has a route cleared for immediate ingress and egress from the area. Also designate an area for landing MED Flight, if needed to respond to the scene.
- V. The Special Investigations Division will provide surveillance and/or technical/electronic assistance to the overall operation, as directed by the Incident Commander, and perform any other duties, specified by the Incident Commander.
- W. The Major Crimes Division shall:
1. Provide assistance to the overall operation, as directed by the Incident Commander;
 2. Interview witnesses;
 3. Obtain warrants; and,
 4. Provide contact with the Crime Scene Search Unit.
- X. The Crime Scene Search Unit will provide for the processing of the incident scene, as directed by the Incident Commander and Major Crimes Division personnel.
- Y. The Public Affairs Officer shall:
1. Designate a news media information area, if not already in place.
 2. Monitor the operation and inform the media of the status of the incident.
 3. Coordinate the release of any appropriate information.

- V. **Mobilization of Special Threat Situations** - It is the policy of the Little Rock Police Department to not allow a hostage taker to leave the scene of an incident with the hostage. In the event a suspect escapes with a hostage, or where allowing the suspect and hostage to change locations is believed to be a tactical advantage, the SWAT Unit Commander will:
- A. Notify Communications Section, by secure means, that the situation is going mobile and the proposed route and destination, if known.
 - B. Maintain operational coordination, until the incident shifts to another jurisdiction or until relieved by superior authority, and brief the commander of the new jurisdiction and offer assistance, as necessary.
 - C. Coordinate the composition of the hostage/suspect convoy. Consideration should be given to the number of suspects, their armament, emotional/mental temperament, number of hostages and the destination. In addition, ensure that:
 - (1) Parallel motorcades are utilized to provide security for the suspect/hostage convoy and to prevent escape.
 - (2) Negotiators are included in, and are an integral part of, the convoy.
 - (3) Designated marked units accompany the convoy to provide security and traffic control responsibilities.
 - (4) Designated surveillance vehicles accompany the convoy, to provide security and intelligence.
 - (5) SWAT units are positioned to provide any necessary response.
 - (6) SWAT personnel are pre-positioned, at the new location, to contain the suspect and hostage.
 - (7) Coordinate mobile operations with the Communications Shift Supervisor and the Surveillance (SID) Supervisor.
 - b) Ensure that the Communications Section is continually advised of the progress and location of the convoy.
 - c) Upon arrival of the hostage/suspect convoy at its destination, ensure that:
 - (1) An Inner Perimeter is established by the SWAT Unit.
 - (2) The Communications Section is notified of status and location.
 - (3) Coordination is accomplished with the Hostage Negotiation Unit Commander on hostage/suspect communications.

- d) If the new location is outside the city, the SWAT Section Commander will brief the senior officers, of the agency with jurisdiction, with all pertinent information and stand by with them to provide such assistance, as may be requested.

VI. Airport Special Threat Incidents

- A. Airport incidents will be governed by the Airport Emergency Plan and this General Order.

VII. Breaching Devices

A. Purpose

- 1. The purpose of this policy is to establish guidelines related to the use of breaching devices.
- 2. It is the policy of the Little Rock Police Department to utilize breaching devices only for official law enforcement purposes.

B. Definitions and Terms

- 1. Breach - Opening or access into a secured or defended area established to facilitate the entry
- 2. Mechanical Breach - a technique of employing mechanical tools or means to breach an obstacle or barrier
- 3. Breaching Apparatuses - tools designed to provide law enforcement rapid entry into a building or through a secured doorway

C. General Procedures and Guidelines

- 1. Personnel shall utilize breaching devices only in exigent circumstances.
 - a) Exigent circumstances, as used in this Policy, is defined as those circumstances that would cause a reasonable officer to believe that a particular action is necessary to prevent physical harm to an individual, the destruction of relevant evidence, the escape of a suspect, or some other consequence improperly frustrating legitimate law enforcement efforts.
- 2. When deploying a breaching device, officers will make a radio broadcast on the primary channel for that incident to notify responding officers and supervisors that a breaching device has been deployed. Supervisors will monitor the deployment of the breaching device and will take appropriate actions where needed.
- 3. The use of breaching devices will be documented in the narrative of the incident report.

4. The decision to use any form of breaching to facilitate entry is a serious one and the approving authority should consider the totality of circumstances for the incident. Factors which should be considered include, but are not limited to:
 - a) Type of incident
 - b) Nature of warrant
 - c) Threat level
 - d) Criminal history of suspects
 - e) Fortifications of the structure
 - f) Officer Safety/Public Safety
5. During their pre-trip patrol vehicle inspection, officers will ensure the breaching device is securely mounted in the rear of the patrol vehicle.
6. Inventory and inspection of all breaching tools will be incorporated with the quarterly inspection inventory.

D. Training

1. The training course for breaching tools will combine classroom lecture, hands on practice sessions, and practical scenario training.
2. An officer who deploys a breaching tool must have the necessary training and demonstrate proficiency with that tool.

VIII. Conclusion

- A. All personnel, involved in any type of high-risk situation, must remember that there are two objectives in all high-risk situations.
 1. The primary objective is to preserve the life of hostages, citizens, law enforcement personnel and suspect(s).
 2. Secondary objectives are suspect apprehension, the recovery and preservation of evidence, and the recovery and preservation of property.
- B. A team effort, geared toward these objectives, will enable a peaceful resolution to be achieved.

Additions and revisions are italicized and underlined.

Deletions are denoted with a strikethrough.