POLICY AND PROCEDURE NO. 800

All Hazard Plan

Massachusetts Police Accreditation Standards: 46.1.1, 46.1.2, 46.1.3, 46.1.4, 46.1.5, 46.1.6, 46.1.7, 46.1.8, 46.1.9, 46.1.14, 54.1.1 [a]

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1. PURPOSE:

The Federal Emergency Management Agency (FEMA) has developed recommendations for state and local governments to deal with all of the hazards that may threaten their communities. These recommendations include the development and implementation of an All Hazards Plan or Emergency Operations Plan for critical incidents or emergency situations that could occur.

Each City in the Commonwealth of Massachusetts has a Comprehensive Emergency Management Plan (CEMP) developed in conjunction with the Massachusetts Emergency Management Agency (MEMA) for such events. As a public safety agency, the Worcester Police Department participates in the CEMP. The CEMP provides the foundation and guidance for emergency management; it outlines a program for planning, response, and recovery from emergencies and disasters, and assigns responsibilities and functions to City departments, providing for the safety and welfare of its citizens and the continuity of essential services during an emergency.

This policy provides Incident Command System procedures for responding to situations of an emergency nature, either natural or man-made, that require more than routine police action. Such situations may or may not involve the CEMP. Examples can include floods, hurricanes, blizzards, fires, explosions, acts of terrorism, or civil disturbances.

2. POLICY:

Members of the Worcester Police Department shall be prepared for and respond to critical incidents such as natural and man-made disasters, pandemics, civil disturbances, mass arrests, bomb threats, hostage/barricaded person situations, acts of terrorism, or other unusual occurrences when necessary. Incident Command System (ICS) procedures, as outlined in this policy, shall be used in response to such event in conjunction with the specific policies and procedures available on Hostage Situations/Barricaded Persons, Civil Disturbances/Crowd Control, Mass Arrests, Bomb Threats, and Special Operations. MPAC 46.1.2

3. PROCEDURES:

Emergency Response Coordinator (ERC): [46.1.8]

The Deputy Chief of Operations or Designee is the Department's Emergency Response Coordinator (ERC) who is responsible for planning and managing a response to critical incidents. The ERC will coordinate CEMP related issues with the City's Emergency Management Director. MPAC 46.1.1 [a]

The Emergency Response Coordinator shall be responsible for ensuring that:

1. Written plans are prepared for responding to critical incidents and major emergency situations or unusual occurrences;

2. Emergency operations plans are kept in an Emergency Operations Manual available to all Operations command personnel;

3. The All Hazards Plan and CEMP are reviewed annually and updated as necessary; and MPAC 46.1.1 [b]

4. Department equipment designated for use by the SWAT or Tactical Team in unusual incidents will be inspected per their respective policies.

Incident Command System:

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.

Generally, the ICS organization is comprised of the following functions and/or positions:

1. Incident Commander

2. Command Staff

3. General Staff/Sections

At smaller incidents, the Incident Commander may solely perform all of the needed functions. At complex incidents, the Incident Commander will appoint personnel to General Staff and Command Staff positions as necessary.

Command Modes:

The command function may be conducted in two ways: a single Incident Commander (IC) or Unified Command (UC).

When an incident does not involve jurisdictional or functional overlap (i.e. the incident involves one department), a single IC will be designated with overall management responsibility.

For incidents that become multi-jurisdictional or involve multiple agencies within the same jurisdiction, a UC may be necessary to replace the IC.

Incident Commander:

The Incident Commander has the following responsibilities:

1. Develop incident objectives on which subsequent planning will be developed;

2. Oversee the development and implementation of an Incident Action Plan (IAP); and

3. Approve requests pertaining to the ordering of incident resources.

4. Approve signed ICS 203, 204, and/ or 207 forms[1].

5. The Incident Commander should be aware of the option to notify the City of Worcester Emergency Management (EM) Division to request assistance with additional support and resources. The EM Division can reached through Regional Dispatch.

To facilitate the management of a large-scale incident, the IC may delegate authority for performing certain functions to others. The IC will base the decision to expand or contract the ICS organization on three priorities:

1. Life Safety: the IC's first priority is always the safety of emergency responders and the public

2. 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

3. Property Conservation: the IC is responsible for minimizing damage to property while achieving the incident objectives.

The IC is also responsible for performing any Command Staff and General Staff functions that are not assigned and staffed.

Unified Command:

The purpose of UC is to manage a multi-agency incident under a single, collaborative approach that includes: MPAC 46.1.3 [h]

[1] Forms link: Emergency Management Institute | ICS Fillable Forms and uploaded for print in PowerDMS.

1. A common organizational structure;

2. A single incident command post;

3. A unified planning process; and

4. Unified resource management

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. Members of the UC jointly determine objectives, strategies, plans and priorities, and work together to execute integrated incident operations.

Department members who are performing IC duties at an incident that meets the above criteria shall consider the creation of a UC whenever appropriate.

General Staff

The General Staff includes incident management personnel who represent the major functional elements of the ICS. The General Staff positions report to the IC, who serves in the command function, and are:

1. Operations/ Tactical Section;

2. Planning Section:

3. Logistics/ Staging Section; and

4. Finance and Administration Section.

Command Staff:

Command Staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements.

The Command Staff positions are:

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. MPAC 46.1.3 [g]

INFORMATION OFFICER: The Information Officer is responsible for interfacing with the public, media and/or other agencies with incident-related information requirements.

LIAISON OFFICER: The Liaison Officer is the point of contact for representatives of other government

agencies, non-governmental organizations, and/or private entities.

Assistants can be assigned for Command Staff positions as required.

Command Functions

The first officer to arrive on scene will assume command and will remain in command until properly relieved by a superior or more capable officer.

The IC shall activate ICS and ensure that all appropriate command functions are completed, either in person or through appointed Command Staff or General Staff. MPAC 46.1.3 [a]

At all times, one officer shall be designated as the IC. The IC does not have to be the highest-ranking officer on scene, but should be the most capable officer based on the situation.

If a superior officer with a higher rank than that of the IC responds to the scene and takes charge, that officer may relieve the IC and notify Dispatch by radio that he/she is now in command. All the duties and responsibilities of the designated IC will then be assumed by the ranking officer taking responsibility and he/she should be fully briefed on the situation. ICs should take caution and ensure that they are briefed prior to taking command of an incident that they may not fully comprehend. The IC may consider keeping the officer that has been relieved close by for a period of time to ensure that there is not a loss of continuity in the understanding of the situation.

Command Post (CP)

The IC, or the IC designee under the command function, will establish a command post (CP). MPAC 46.1.3 [b] The CP may be a cruiser, other emergency vehicle, or a designated location within, or adjacent to, the incident site. Once a CP is established, its location should be communicated to all appropriate personnel. The Command Post should:

1. Be established away from the general noise and confusion associated with the incident;

2. Be positioned outside of the inner perimeter, but within the outer perimeter to provide security and controlled access;

3. Have the ability to expand as necessary; and

4. Be easily identified. Officers may place a traffic cone or some identifiable object on a cruiser to note a command post.

In cases where there are joint operations with other agencies, a consolidated command post will be established with all responding agencies.

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

Mobilizations MPAC 46.1.3 [c]

If on-duty Department staff resources are inadequate to meet the incident's operational needs, the IC, or designee under the command function, is responsible for the activation/mobilization of additional Department personnel. In such cases, the IC will initiate a call-out for additional departmental personnel.

Mobilization for additional resources may be done through:

a) Contacting the Worcester Police Service Division to access the specialized unit on call list
b) Contacting Regional Dispatch to access the paging notification system for "Code Red" groups
c) Any appropriate means necessary to ensure adequate staffing

Outside Agencies MPAC 46.1.3 [d]

In the event that there are insufficient local resources to properly handle an incident, appropriate outside agencies should be contacted for assistance.

In incidents where the assistance of neighboring law enforcement agencies is required to meet an incident's operational needs, the IC, or designee under the command function, may request mutual aid from a neighboring municipality or agency.

For large-scale incidents, the Chief of Police may request that the City's Emergency Management Director, in accordance with the procedures outlined in the City's Comprehensive Emergency Management Plan (CEMP), request state or federal assistance. Under the provisions of MGL Ch.33 Sec. 38, the Governor has the authority to deploy the National Guard to assist state and local authorities in the protection of life and property.

If a declared state of emergency in the City of Worcester exists or is requested, the Chief of Police shall act as liaison to the Office of the Adjutant General for the purpose of directing, coordinating, and controlling operations. During certain types of incidents (e.g. acts of terrorism), the Chief of Police or Chief's designee may also request federal law enforcement assistance.

Staging Areas MPAC 46.1.3 [e]

The IC, or designee under the command function, will identify locations for the staging of incoming personnel and/or equipment. Locations should be large enough to contain personnel and equipment awaiting assignment.

The Staging manager will maintain a roster of personnel and equipment as they arrive. The roster should record the names of responding personnel, the agency they are with, any call signs or designations, any specialized equipment, and the assignment they are given. Regional Dispatch should be updated with this information at reasonable intervals.

The IC should designate an area for media personnel to gather when necessary. MPAC 46.1.3 [f]

The IC should designate an area for family member/ loved one's reunification when necessary.

Public Information MPAC 46.1.3[f]; MPAC 54.1.1[a]

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, the IC may assign a Public Information Officer (PIO) under the command function. Whenever possible, the IC or PIO will coordinate the release and distribution of information with the Department's Public Information Officer.

Information should be updated as often as practicable, as this will minimize the opportunity for rumors or misinformation to develop. Social media outlets may be used to efficiently disseminate updates and emergency information through official Department accounts. The IC and PIO should also consider utilizing "AlertWorcester" through dispatch to disseminate mass notifications to residents. All media inquiries will be handled in accordance with the policy on Media Relations.

Operations Section MPAC 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.

Establishing Perimeters MPAC 46.1.4 [a]

Controlling access to an incident scene is a key function and must be based on the unique aspects associated with each incident. 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.

In ongoing emergency situations, it is essential that the free flow of necessary equipment and personnel be maintained, and that unnecessary personnel and vehicles are kept out of the immediate area of operations. The outer perimeter establishes a zone of exclusion for the public and must be kept secure until the IC declares the incident/response properly terminated.

Unless directed otherwise, the Staging Manager should adhere to the following guidelines:

1. 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;

2. Other emergency equipment arriving at the outer perimeter will be directed to an appropriate staging area to await orders;

3. Only vehicles containing operational personnel and equipment will be permitted access through the outer-perimeter lines. All other vehicles should be parked in a designated area outside of the outer perimeter.

Parking on approach roadways should be avoided if possible.

Maintaining Security MPAC 46.1.4 [c]

Scene and CP security are functions of the IC or Operations Section. Perimeter security should be maintained at all times and access to the CP must be strictly controlled.

A CP security detail should verify the identification of persons requesting access to the CP, allowing passage only to essential personnel.

During incidents with potentially dangerous persons, officers assigned to perimeter control should be notified, via radio, if plainclothes officers are present at the incident.

Evacuations MPAC 46.1.4 [b]

The evacuation of an area may be necessary if conditions create a safety threat to local residents or property.

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 or PIO during large scale or pre-incident (such as natural disaster threats) evacuations.

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.

Detainees MPAC 46.1.4 [d]

The threat of imminent violence, or violations of criminal law by members of an unruly or volatile crowd, may require the restraint of people, including arrests.

If mass arrests are made in a situation such as a civil disturbance or an unruly crowd, detainees should be removed from the scene of the disturbance as soon as possible. Documentation providing the name of the arresting officer and the criminal charges should be placed somewhere on the detainee.

Unless emergency circumstances require otherwise, the transportation, processing and confinement of any detainee held in conjunction with a critical incident shall be conducted in accordance with WPD Policy 700 and 701.

Traffic MPAC 46.1.4 [e]

Traffic direction and control is a responsibility of the Operations Section. Officers directing and controlling traffic should:

1. Maintain perimeter security;

2. Keep roadways/intersections clear for emergency vehicles; and

3. Prevent unnecessary traffic from entering the affected area.

Whenever practicable, the media should be utilized to publish alternate routes and inform the public of possible traffic delays.

Planning Section MPAC 46.1.5

The Planning Section is responsible for the collection, evaluation, and dissemination of situation information and intelligence to the IC.

The Planning Section will develop a verbal or written Incident Action Plan (IAP) as soon as possible, based on guidance from the IC. The Planning Section is also responsible for preparing status reports, displaying situation information, and maintaining the status of resources assigned to the incident.

Incident Action Plans (IAP) MPAC 46.1.5[a]

The Incident Action Plan (IAP) contains objectives reflecting the overall incident strategy, specific tactical actions, and supporting information for the next operational period. For simple incidents, the IAP may be verbally transmitted. For more complex incidents, the IAP should be a written document.

When written, the plan may have a number of attachments, including incident objectives, organization assignment list, division assignments, incident radio communication plans, medical plans, traffic plans, safety plans, fire and weather information, along with incident maps.

A written incident action plan will be prepared for all large-scale incidents that are multi-jurisdictional and multi-disciplinary (police, fire, DPH, etc.), spanning multi operational time periods.

The incident action planning process includes the following steps:

1. Understand applicable policies and directives;

2. Assess the critical incident;

3. Establish 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); and

6. Provide necessary follow-up (change strategy or tactics as needed, add or subtract resources, etc.)

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**.

Intelligence MPAC 46.1.5 [b]

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 plans are distributed to all affected officers.

This information may be distributed by radio, email, cell phone, in person, or any reasonable means.

Communications MPAC 46.1.6 [a]

During a critical incident, emergency communications will be coordinated with dispatch personnel in Regional Dispatch. Due to the volume of radio traffic associated with a large-scale critical incident, the IC may have assigned personnel to utilize alternate or encrypted radio channels.

The IC, Regional Dispatch, and Sworn Officers may also utilize other communications resources, such as cellular phones and mobile data terminals, as necessary.

Logistics Section MPAC 46.1.6

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, supplies, equipment maintenance, food service, communication equipment, and medical services for incident personnel.

Transportation MPAC 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 may include any Worcester Police Department vehicles, City of Worcester vehicles, WRTA Buses, school buses, and personal vehicles.

Medical Support MPAC 46.1.6 [c]

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.

Medical support should include notification to Worcester EMS and or other EMS providers as needed.

Supplies & Equipment Needs MPAC 46.1.6 [d], [e]; MPAC 46.1.7 [b]

If the IC determines the need for personnel or units with specialized training at an incident, the Logistics Section will make arrangements for their deployment.

The Commissioner of the Department of Emergency Communication and Management of the City of Worcester has the authority to determine the availability of all City-owned equipment and to recall such equipment for use in emergency events as necessary.

The City of Worcester Office of Emergency Management should be considered to provide assistance and resources during emergency events.

The IC shall have the authority to recall and utilize all department resources required for a critical incident, including any department owned vehicle.

If an incident requires the acquisition of supplies to maintain operations, or specialized equipment is needed for the police response, the Logistics Section will make every effort to obtain that equipment with assistance from the Finance and Administration Section.

Finance & Administration Section MPAC 46.1.7 [a,b,c,d]

The Finance and Administration Section is established as incident management activities require financial and other administrative support.

Finance and Administration Section activities will include:

1. Recording all expenses related to the incident; MPAC 46.1.7 [c]

2. Submit the administrative paperwork associated with procurement of additional resources and administering any such contracts; MPAC 46.1.7 [b]

3. Ensuring that staff time expended on the incident is recorded; MPAC 46.1.7 [a]

4. Documenting injury, illness and liability issues related to the incident; and MPAC 46.1.7 [d]

5. Documenting claims of damaged property associated with the incident.

6. All Finance and Administration documents shall be prepared and submitted to the Office of the Chief so any appropriate reimbursement documents can be prepared. MPAC 46.1.7 [e]

Demobilization MPAC 46.1.5 [c]

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.

The Demobilization Plan will include procedures to:

1. Account for all officers engaged in the incident;

2. Disengage officers as appropriate; and

3. Assign officers or other personnel as needed, to remain in the area of an incident to ensure that it is protected.

Post-occurrence procedures will include:

1. Deactivating the command post;

2. Ensuring that all equipment is collected and returned;

3. Conducting a tactical debriefing of the incident, when appropriate; and

4. Providing appropriate stress counseling to police personnel who require it.

After Action Report MPAC 46.1.3 [i]

As soon as practicable after a critical incident involving the use of ICS, the IC shall coordinate the preparation of an after-action report concerning all Department involvement. The report will include any applicable ICS forms created during the incident, budgetary impacts, and recommendations concerning the handling of similar problems in the future.

The Operations Deputy Chief will review the after-action report and forward it to the Chief of Police.

Follow-up Investigations MPAC 46.1.4 [f]

The IC or Operations Section, if activated, is responsible for ensuring that any necessary post-incident investigations are conducted. The Detective Bureau will be notified if the Operations Commander deems necessary.

Such investigations may be required to identify the cause/responsibility for the incident and pursue criminal charges, when appropriate.

Equipment Readiness MPAC 46.1.8

The Operations Division Commander will conduct a documented quarterly inspection for operational readiness of equipment designated for use in support of this plan. The inspection sheets shall be submitted to training division.

It is the responsibility of each officer to which property is assigned to maintain any issued equipment in a state of operational readiness.

The SWAT team and the Tactical Team will maintain their weapons and equipment per their respective policies.

Annual Training MPAC 46.1.9

The Operations Division shall provide annual, documented training on the All-Hazard Plan and the Incident Command System for all affected sworn- personnel in operations division.

Biennial Training MPAC 46.1.14

The Incident Command System permits a clear point of control and can be expanded or contracted with ease to escalating or diminishing situations. The Federal Emergency Management Agency (FEMA)'s ICS information is comprehensive and widely used.

Tabletop or Full-Scale exercises test the operational capabilities of an agency, while ensuring that key personnel are well versed in the All-Hazard Plan.

The Operations Division shall provide Biennial Training on the department's All Hazard plan in the form of a table-top or full-scale exercise with all affected sworn personnel in operations division and create a documented after- action report on any training conducted.

Per:

Paul B. Saucier
Chief of Police

Revised JULY 2026

Complete rewrite of Policy 800 (formerly Emergency Call-Up Procedural Plan and Incident Command, dated October 13, 2005, Revision 2). Policy retitled “All Hazard Plan” to align with MPAC Standards.

Organizational references updated to reflect current department structure under Chief Paul B. Saucier, including Operations, Support Services, Investigations, Administration, & Finance.

Emergency Management information added.

AlertWorcester Information added.

Incident Command System sections expanded to address all ICS General Staff functions (Command, Operations, Planning, Logistics, Finance/Administration) for MPAC compliance.

Unified Command and Single Command modes defined.

Position responsible for Emergency Response Coordinator is Deputy Chief of Operations per MPAC 46.1.1.

Quarterly equipment inspection requirement added per MPAC 46.1.8.

Annual and biennial training requirement added.

Demobilization procedures and after-action report requirements added.

CEMP added.

Crowd control and civil disturbance addressed in separate departmental policy.

ICS FORMS 203, 204, & 207 website link added and printable forms uploaded to PowerDMS.