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|  NORFOLK Department of Police | Operational General Order - 630: Hostage Barricade Resolution | | |
| | Office of Preparation: Strategic Management Division (ram) | | |
| | CALEA: | 11.4.5, 12.1.2, 41.2.4 | |
| | VLEPSC: | OPR.05.01 | |
| LEGAL REVIEW DATE: | 09/30/2014 | PRESCRIBED DATE: | 10/1/14 |
| City Attorney: | <i>Heather A. Miller</i> | City Manager/Director of Public Safety: | <i>Markus D. Jones</i> |
| APPROVED BY THE AUTHORITY OF THE CHIEF OF POLICE: | | <i>[Signature]</i> | |

Purpose

The purpose of this order is to establish policy and procedures for the resolution of hostage and barricade situations.

Policy

It is the policy of the Norfolk Police Department that police officers will follow departmental policies and procedures in the resolution of hostage and barricade situations. These policies and procedures are to be used as guidelines and not as inflexible rules to resolve these complex and potentially dangerous situations. The priority of officers in the resolution of these situations will be the preservation of life and then the preservation of property. It will be the objective of this policy to utilize all resources to resolve a situation in the most peaceful manner and with the minimal endangerment and/or injuries to officers, citizens, and subjects.

Supersedes:

1. G.O. OPR-630, dated (May 14, 2009)
2. Any previously issued directive conflicting with this order

Order Contents:

- I. Definition
- II. Tactical Operations Center
- III. Administrative Command Post
- IV. Procedures
- V. Special Operations Team
- VI. Hostage Crisis Negotiation Team
- VII. Debriefing, Evaluation, and Critique

I. Definition

Hostage and barricade situations are incidents involving one or more of the following:

1. Armed barricaded persons or suspects.
2. Hostage situations (except "routine" domestic situations where the participants are known to be unarmed and can be handled by normal police response).
3. Sniper attack.
4. Mentally ill persons who are armed, or are presenting a potential danger to themselves or others, and who cannot be handled by using normal police procedures.
5. Any situation determined by the Chief of Police, Deputy Chief of Police, Assistant Chief of Police, Field Commander, or the Commanding Officer of the Homeland Security Division to require the services of the Special Operations Team and the Hostage Crisis Negotiation Team.

II. Tactical Operations Center

The Tactical Operations Center will be the position or location from which all tactical and negotiating operations originate. The only personnel authorized to enter the Tactical Operations Center will be the following: The C.O. Homeland Security Division in his capacity as on-scene commander; the Officer-In-Charge (OIC) of the Special Operations Team; the OIC of the Hostage Crisis Negotiation Team; and other personnel deemed necessary for the successful resolution of the situation.

III. Administrative Command Post

An Administrative Command Post will be established as close as possible to the Tactical Operations Center and will function as the administrative command center of the situation. The on-call Senior Police Executive, Field Commander, Public Information Officer, and other personnel deemed necessary for the successful resolution of the situation will be the only personnel authorized access to the Administrative Command Post.

IV. Procedures (VLEPSC OPR.05.01) (CALEA 12.1.2.a/b/c) (CALEA 41.2.4)

The following procedures are intended as guidelines rather than as inflexible rules. When required to protect the safety of citizens and/or departmental personnel, the guidelines may be modified or superseded. The safety of citizens and officers is the highest priority.

A. First officer on the scene will:

1. Safely assess whether a hostage or barricade situation exists.
2. If a hostage or barricade situation exists, inform the telecommunicator of the situation status, and request assisting units and a supervisor.
3. Switch to an alternate subfleet assigned by the Emergency Operations Center (EOC).
4. Provide information regarding the safest routes of approach for responding units.
5. Position arriving units to contain the situation within its present location.
6. Safely arrange for the evacuation of any injured persons. When necessary, secure streets and public ways to prevent pedestrians or passing traffic from endangerment.

B. First supervisor on the scene will:

1. Assume command of the situation until relieved by higher authority.
2. Evaluate the situation and make necessary security or operational changes.
3. Notify the Field Commander of the situation.
4. Establish a perimeter or reevaluate the existing perimeter.
5. Establish a Tactical Operations Center, when appropriate, in a safe location.
6. If consistent with the safety of citizens and officers, establish communication with the suspect(s) to determine the true nature of the situation. Any communication with a suspect must be handled with extreme care so as not to provoke the suspect. If requests are made by the suspect(s), relate that the requests will be considered by higher authority. Some guidelines to be followed include:
 - a. Ask the suspect(s) to surrender and explain the procedure (i.e., release the hostage and come out unarmed). Make every effort to persuade the suspect(s) to surrender voluntarily. Ensure perimeter units are advised if suspect(s) comply.
 - b. Follow the guidelines of Code of Virginia §18.2-50.2 (Attachment A) if emergency control of telephone service is needed to cut, reroute, or divert telephone lines.

- c. If unable to contact the suspect(s) by telephone, attempts may be made by alternate means with due regard for safety and cover.
 - d. Assign an officer to compile a written record of the situation to include:
 - i. Any statements made by the suspect(s).
 - ii. The number and location of officers on the perimeter.
 - iii. Any critical information gathered during the situation.
7. Gather as much information as possible about the situation including, but not limited to:
- a. Suspect(s):
 - i. Location - floor, room, roof, basement.
 - ii. Weapons - handguns, rifles, explosives.
 - iii. Identity - physical description, mental condition, warrants, and criminal histories if known.
 - iv. Purpose or reason for the suspect(s) actions.
 - v. Crime(s) committed by suspect(s).
 - b. Hostage(s):
 - i. Identity and/or physical description(s).
 - ii. Physical and mental condition(s).
 - c. Location:
 - i. Interior and exterior descriptions.
 - ii. All possible escape routes.
 - iii. Location of water and electrical connections.
 - iv. Rooms in which telephones are located.

C. Field Commander will: (CALEA 11.4.5)

1. Assume command of the situation and all police personnel upon arrival until relieved by the OIC of the Special Operations Team, C.O. of Homeland Security, or higher authority.
2. Evaluate the situation and activate the Special Operations Team and the Hostage Crisis Negotiation Team.
3. Notify the on-call Senior Police Executive.
4. Establish an Administrative Command Post as close as possible to the Tactical Operations Center and notify the telecommunicator of its location.
5. Ensure the Administrative Command Post is adequately staffed.
6. Make notation of the situation in the Field Commander's Daily Report.

D. On-Scene Commander

The C.O. of the Homeland Security Division will be on call for all hostage or barricade situations and, upon arrival at the scene, will assume the duties/responsibilities as on-scene commander, to include:

1. Overall control of all resources assigned to handle the situation.
2. Monitoring the tactical operations of the Special Operations Team and the negotiating tactics of the Hostage Crisis Negotiation Team.
3. Updating the on-call Senior Police Executive on the status of the crisis situation and function under his/her direction.
4. Maintaining control of the situation unless relieved by the on-call Senior Police Executive or the Chief of Police.
5. Coordination among units with the assistance of the Field Commander, OIC of the Special Operations Team, and appropriate patrol division street supervisors.

V. Special Operations Team

During hostage or barricade situations, it will be the primary objective of the Special Operations Team to save life and the secondary objective to protect property. The first Special Operations Team supervisor on scene at the situation will:

- A. Assume tactical responsibility and control of the situation and establish or modify the location of the Tactical Operations Center if needed.

- B. Function under the direct supervision of the Field Commander until the arrival of the OIC of the Special Operations Team, or the on-scene commander.

VI. Hostage Crisis Negotiation Team

The Hostage Crisis Negotiation Team will endeavor to resolve hostage or barricade situations without injury or death involving hostages, general public, police officers, hostage taker, or barricaded subject.

- A. Upon arrival at the scene, the Hostage Crisis Negotiation Team will take charge of all negotiations. This does not mean that an officer who has already established a good rapport with the suspect(s) will be relieved, but that his or her efforts and the course of the negotiations will be directed by the team.
- B. The OIC of the Hostage Crisis Negotiation Team will respond to the Tactical Operations Center and will report directly to, and operate under, the direction of the on-scene commander.
- C. The OIC of the Hostage Crisis Negotiation Team will set up a negotiating room within or in close proximity to the Tactical Operations Center. Hostage Crisis Negotiation Team members are the only personnel authorized to enter the negotiating area.
- D. The OIC of the Hostage Crisis Negotiation Team will monitor all on-site negotiations and be responsible for communications between the Administrative Command Post and the team.
- E. All matters that require a compromise or agreement between the Police Department and the suspect(s) will be referred to the on-scene commander for consideration.
- F. When a compromise or agreement has been made between the Police Department and the suspect(s), it will be the responsibility of the OIC of the Hostage Crisis Negotiation Team to ensure that all parties are apprised of the particulars involved. This will include information such as when and how the agreement is to be carried out.
- G. Agreements or compromises will not include supplying weapons or ammunition, exchanging hostages, or allowing anyone to enter the suspect's area of control. This does not preclude the face-to-face negotiating by a member of the Hostage Crisis Negotiation Team using safe negotiating procedures and techniques.

VII. Debriefing, Evaluation, and Critique

- A. Upon conclusion of the situation, the Special Operations Team, the Hostage Crisis Negotiation Team, the Field Commander, the on-scene commander, and the on-call Senior Police Executive will assemble at an area designated by the on-scene commander for debriefing, evaluation, and critique. EOC personnel may be included in this process if deemed appropriate.
- B. The OIC of the Special Operations Team will prepare a Notification of Special Incident Report, PD Form 539, and submit it to the on-scene commander.
- C. The OIC of the Hostage Crisis Negotiation Team will submit a written summary of team activity, PD Form 947, to the on-scene commander.
- D. The on-scene commander will submit all reports to the Chief of Police via the chain of command.

Definitions: None

Related Documents

1. G.O. OPR-140: Special Incidents Reports (SI)
2. G.O. OPR-640: K-9 Patrol and Explosive Detector Dogs
3. G.O. OPR-660: Jail Emergencies
4. G.O. OPR-750: Field Command

Attachments

- A. Code of Virginia §18.2-50.2

§ 18.2-50.2. Emergency control of telephone service in hostage or barricaded person situation.

A. The Superintendent of the State Police or the chief law-enforcement officer or sheriff of any county, city or town may designate one or more law-enforcement officers with appropriate technical training or expertise as a hostage and barricade communications specialist.

B. Each telephone company providing service to Virginia residents shall designate a department or one or more individuals to provide liaison with law-enforcement agencies for the purposes of this section and shall designate telephone numbers, not exceeding two, at which such law-enforcement liaison department or individual can be contacted.

C. The supervising law-enforcement officer, who has jurisdiction in any situation in which there is probable cause to believe that the criminal enterprise of hostage holding is occurring or that a person has barricaded himself within a structure and poses an immediate threat to the life, safety or property of himself or others, may order a telephone company, or a hostage and barricade communications specialist to interrupt, reroute, divert, or otherwise control any telephone communications service involved in the hostage or barricade situation for the purpose of preventing telephone communication by a hostage holder or barricaded person with any person other than a law-enforcement officer or a person authorized by the officer.

D. A hostage and barricade communication specialist shall be ordered to act under subsection C only if the telephone company providing service in the area has been contacted and requested to act under subsection C or an attempt to contact has been made, using the telephone company's designated liaison telephone numbers and:

- 1. The officer's attempt to contact after ten rings for each call is unsuccessful;**
- 2. The telephone company declines to respond to the officer's request because of a threat of personal injury to its employees; or**
- 3. The telephone company indicates when contacted that it will be unable to respond appropriately to the officer's request within a reasonable time from the receipt of the request.**

E. The supervising law-enforcement officer may give an order under subsection C only after that supervising law-enforcement officer has given or attempted to give written notification or oral notification of the hostage or barricade situation to the telephone company providing service to the area in which it is occurring. If an order is given on the basis of an oral notice, the oral notice shall be followed by a written confirmation of that notice within forty-eight hours of the order.

F. Good faith reliance on an order by a supervising law-enforcement officer who has the real or apparent authority to issue an order under this section shall constitute a complete defense to any action against a telephone company or a telephone company employee that rises out of attempts by the telephone company or the employees of the telephone company to comply with such an order.