

# Crisis Management for Law Enforcement

James Smith



CAROLINA ACADEMIC PRESS

---

Durham, North Carolina

Copyright © 2014  
James Smith  
All Rights Reserved

Library of Congress Cataloging-in-Publication Data

Smith, James.

Crisis management in law enforcement / James Smith.  
pages cm

Includes bibliographical references and index.

ISBN 978-1-61163-305-4 (alk. paper)

1. Law enforcement. 2. Crisis management. I. Title.

HV7935.S565 2013

363.34'8--dc23

2013030072

CAROLINA ACADEMIC PRESS  
700 Kent Street  
Durham, North Carolina 27701  
Telephone (919) 489-7486  
Fax (919) 493-5668  
[www.cap-press.com](http://www.cap-press.com)

Printed in the United States of America

# Contents

<b>Foreword</b>	<b>i</b>
<b>Introduction</b>	<b>xi</b>
<b>Chapter One · Planning</b>	<b>3</b>
Overview	3
Planning	8
Mutual Aid Agreements and MOU	10
Stafford Act	11
Interactions with EMA and FEMA	12
Record Keeping	13
Continuity of Operations	13
NIMS and LIMS	15
What is IMS?	19
Why Use IMS?	20
Problems with IMS for Law Enforcement	21
What does IMS do?	24
Effective Incident Management	25
Legal Aspects of IMS	27
Concepts and Principles of IMS	28
Single Command	30
Unified Command	30
Unified Command Concept	32
Area Command	33
Developing and Implementing the Plan	34
Step One Size Up	35
Contingencies	38
Define the Objectives	39
Resources	39
Incident Action Plan	40

EOC and Command Post Operations	41
Interagency Operations with Local, Regional, and State Agencies	41
Interfacing with Non-Governmental Agencies and Volunteers	43
Avoiding Too Many Layers of Bureaucracy During a Crisis	44
Preparing for Your Next Crisis	45
Emergency Planning Recommendations	46
Lessons Learned from Others	47
<b>Chapter 2 · Identification of Threats and Vulnerability</b>	<b>49</b>
Threat Identification	49
Technological Hazards	50
Threat Groups	51
Lone Wolves	51
Critical Infrastructure	53
Local Critical Infrastructure versus Strategic Infrastructure	53
Hackers and It Issues	54
Lessons Learned from Others	55
<b>Chapter 3 · Situational Awareness</b>	<b>57</b>
Information versus Intelligence	57
Strategic Intelligence	59
Tactical Intelligence	60
Vulnerabilities	61
Effects	61
Common Threats	63
Managing Risk	66
<b>Chapter 4 · Resources</b>	<b>67</b>
Potential Threats	67
Managing Vulnerabilities	70
Mitigating Impact	71
Specialized Equipment and Scene Control	71
<b>Chapter 5 · Terrorism</b>	<b>75</b>
Single and Multiple Focus Groups	76
Soft Targets	77
Response to Active Shooters	77
EMS Issues	77
Response to Bombings	78
Response to Suicide Bombings	79

Response to WMD Events	81
Radiological Events	82
Dirty Bombs	82
Biological Agents	85
Response to Suspected Chemical, Radiological, or Biological Weapons	86
Parallel and Swarm Attacks	90
Scene Access and Scene Control Issues	91
Go/No-Go Indicators	92
Lessons Learned from Others	92
<b>Chapter 6 · Natural Disasters</b>	95
Tornado	95
Hurricanes, Floods, Earthquakes and Wildfires	96
Lessons Learned from Others	97
<b>Chapter 7 · Evacuations</b>	99
Lessons Learned from Others	101
<b>Chapter 8 · Epidemics, Pandemics, and Quarantine</b>	103
Lessons Learned from Others	107
<b>Chapter 9 · Mass Fatality Events</b>	109
Lessons Learned from Others	113
<b>Chapter 10 · Agricultural Terrorism</b>	115
<b>Chapter 11 · Unconventional Weapons and Tactics</b>	117
<b>Chapter 12 · Emerging Threat Groups</b>	125
Sovereign Citizens	125
Militias	127
<b>Chapter 13 · Special Considerations</b>	129
Operational Security	129
Canine Deployment	134
Communicable Diseases	139
Domestic Violence Involving Police Officers	144
Hostage Negotiation for First Responders	146
Missing Juveniles	151

Suicide Threats	155
Clandestine Drug Laboratory Response	159
Physical Hazards	162
Chemical Hazards	163
Laboratory Types	164
Shake and Bake, One Pot, or Cold Cook	164
Red Phosphorus Laboratory, Red P, or Beavis and Butthead Lab	166
Red Phosphorus Variant “Volcano Method,” Red P Dry Cook, or 30-Second Meth	168
Ammonia Laboratory, Birch Method, or Nazi Method	168
Phenyl-2-Propanone (P2P) Laboratory, Biker Method (Infrequent)	169
Thionyl Chloride Laboratory (uncommon)	170
Phenylacetic Laboratory (Rare)	171
Methylenedioxyamphetamine (MDA), MDA Analogs, or Ecstasy Laboratory	171
Phencyclidine (PCP) Laboratory	171
Gamma-Hydroxybutyrate (GHB) Laboratories	172
Personal Protective Equipment	172
Safe in Laboratory Habits	173
Decontamination	173
Site Cleanup	173
Notification of the Health Department and Environmental Management Agency	174
Role of Fire and EMS	174
Confined Spaces	175
Operating a Sobriety Check Point	176
School Crisis Response	179
 Chapter 14 · Excited Delirium and Positional Asphyxia	 183
Positional Asphyxia	183
TASER	186
Warning Signs	186
 About the Author	 189
 Index	 191

# Foreword

This text explores the knowledge base and procedures necessary for a law enforcement leader to plan, mitigate, and respond to a crisis and the subsequent consequences. A feature of the textbook is that actual events are explored in a Lessons Learned section at the end of some chapters. This provides the law enforcement leader or law enforcement officer with lessons in not only what he or she should do, but also addresses those actions he or she should not take.

Situational awareness is explored from the strategic and tactical standpoint to provide the leader an understanding of the value of both strategic and tactical intelligence. The textbook also provides tactical situational awareness and guidance for the onsite leader in tactical decision making.

Essential information is provided to allow the law enforcement leader to function in the dynamic and evolving environment of terrorism, WMD, and natural disasters, along with public disorder. The dynamics of leadership during a crisis is discussed.

The problems inherent with evacuations, emergency sheltering, sheltering in place, and access issues are discussed. Issues such as interagency interfaces, Law Enforcement Incident Management System, and NIMS are addressed with emphasis on pre-existing mutual aid agreements and memoranda of understanding. Decision making is explored with an emphasis on making decisions during a crisis. Legal concepts involving "who is in charge," forcible evacuations, scene access, interagency operations, and incident management are addressed. This textbook provides an overview and essential information for the law enforcement leader to identify the areas in which additional information, study, planning, and education are required. The text emphasizes IMS but also explains the areas in which IMS does not perform well and encourages the law enforcement leader to use the portions of IMS which work well for the agency and event, while discarding the components not needed.





# Introduction

Law enforcement personnel will face multiple crises during a career. Most will be self-resolving or require minimal actions on the part of the responders or leaders. However, almost every responder and leader will face a challenging crisis which will test his or her resolve and abilities. A crisis is the events preceding or during a disaster, and a disaster is the consequence of a crisis. However, the terms may be used interchangeably in some instances.

The key to resolution in an amenable manner is prior planning and the ability to operate in a stressful environment, making decisions in a time-limited manner with conflicting data. Two occupations perform these tasks routinely, emergency physicians and law enforcement officers.

Mental preparation is crucial. One must be mentally prepared and have resolved any issues in the use of deadly force, and be prepared to make decisions with long-range, life-changing potentials. Anecdotal reports from responders and leaders demonstrate that even a short amount of time to prepare mentally for an event is valuable in facilitating coping skills and in facing critical decision making. Drills and exercises are another important aspect of mental preparation for crises. These allow the “what if” scenarios to be portrayed in a safe setting.

Simply considering “If A happens, how would I react?” is the beginning of a mindset which allows one to consider the myriad of scenarios one might face. Those leaders and responders failing to consider the unlikely are doomed to failure should the event occur. Mental and emotional overloads during a crisis are common, and during the crisis is not the time to consider what to do. One should have sorted out and determined many of the options of the more common crises one can expect. This should be accomplished prior to their occurrence. This mindset provides a framework for decision making.

Leaders should consider the following poem, as the poem is prophetic in law enforcement events.

Far-stretching, endless time  
Brings forth all hidden things,  
And buries that which once did shine.  
The firm resolve falters, the sacred oath shattered;  
And let none say, "It cannot happen here."

Sophocles  
Siege of Troy  
400 B.C.

This textbook addresses the facets of mental preparation, development of risk matrices, identification of threat spectrum, and probability of crisis event occurrence. Common events along with some more esoteric issues are discussed. Decision making and analytical skills are reviewed along with resources to obtain information regarding threats and threat periodicity.