



RICHMOND POLICE DEPARTMENT GENERAL ORDER



Subject: ACTIVE SHOOTINGS, ACTIVE THREATS, HOSTAGE AND/OR BARRICADED SUBJECT SITUATIONS

Chapter
7

Number
13

Pages
14

References:
CALEA Standards: 46.1.1, 46.1.10a, 46.1.10b, 46.1.10c, 46.1.10d, 46.1.10e, 46.2.1a, 46.2.1b, 46.2.1c, 46.2.1d, 46.2.1e

Related Orders: 01-05 & 07-12

Effective Date: 07/18/2023
Revised By: Annual Review
Prv. Rev. Date: 06/14/2022

Chief of Police:



I. PURPOSE

This directive aims to establish the policy and procedure for the Department’s response to situations involving active shootings, active threats, hostage(s), and/or barricaded subject(s) situations when lives are in imminent danger. It is the responsibility of the Department to protect lives, property and apprehend law violators. [CALEA 46.1.10c]

II. SUMMARY OF CHANGE

This policy is due for an annual review. The incident command for supervisors arriving on an active shooter scene has been updated. All changes will be bold and italicized throughout the document.

III. POLICY

It is the policy of the Department to deploy the SWAT Team and Negotiation Team utilizing the least stringent means consistent with the incident to any verified active threat, active shooting, or Hostage/Barricaded suspect incident as defined by this policy. The Richmond Police Department will properly respond to these situations to minimize casualties and stop using deadly physical force as quickly as possible. [CALEA 46.2.1b]

IV. ACCOUNTABILITY STATEMENT

All employees are expected to fully comply with the guidelines and timelines outlined in this general order. Responsibility rests with the Division Commander to ensure that any violations of policy are investigated and appropriate training, counseling and/or disciplinary action is initiated.

This directive is for internal use only and does not enlarge an employee’s civil liability in any way. It should not be construed as creating a higher standard of safety or care in an

evidentiary sense concerning third-party claims. Violation of this directive, if proven, can only form the basis this Department's complaint and only in a non-judicial administrative setting.

V. DEFINITIONS

- A. **ACTIVE SHOOTER** – An armed person or persons who have used deadly force on another person(s) and aggressively continue to do so while they have unrestricted access to additional victims. An incident in which the subject(s) has shot victims but is no longer shooting when police arrive is still considered an active shooter situation. An active shooter incident requires immediate action and rapid deployment and does not incorporate Hostage/Barricaded Suspect tactics.
- B. **ACTIVE THREAT** – Any incident that deliberately creates an immediate danger to the community. An active threat may involve the community. An active threat may involve firearms (active shooter) or other types of weapons. The threat actively consists of the killing or attempt to kill people in a confined and populated area. In most cases, there is no pattern or method to select victims.
- C. **BARRICADED SUBJECT** – An individual probably armed, believed to have been involved in a criminal act or is a significant threat to the lives and safety of citizens, or themselves, and or police; and is in a position of advantage, affording cover and concealment; or is contained in an open area and the presence or approach of police officers could precipitate an adverse reaction by the suspect, and the suspect refuses to submit to arrest. These situations have a high potential for serious injury or death and result in unsafe conditions for the officers on the scene.
- D. **CASUALTY COLLECTION POINTS (CCP)** – A specific secure location inside of the structure where casualties are assembled, triaged, medically stabilized, and evacuated to a medical treatment facility. [CALEA 46.1.10d]
- E. **CONTACT TEAM (CT)** – Initial officers, ideally a team of two to five officers, prioritizing locating and neutralizing the threat. These officers communicate the suspect's information, location, and nature of an injured person(s).
- F. **HOSTAGE** – A person held against their will by a perpetrator who intends to use the safety of the person to their advantage.
- G. **CRISIS NEGOTIATIONS TEAM (CNT)** – A team composed of police personnel who are specially trained and equipped to intervene in high-risk situations.
- H. **INCIDENT COMMANDER** – The individual responsible for the overall command and control of the situation, including management of personnel and resources, establishing liaison with outside agencies, and establishing the Incident Command System. The Incident Commander is the Chief of Police or designee. The first supervisor on the scene will assume incident command until they are properly relieved. [CALEA 46.1.1]
- I. **INCIDENT COMMAND SYSTEM (ICS)** – The ICS is built around five functional areas: Command, Planning, Operations, Logistics and Finance/Administration. The

Department will utilize the ICS model to provide a means to coordinate response efforts of individual units and agencies to stabilize and resolve critical incidents.

- J. INVESTIGATIVE COMMANDER – The individual responsible for developing information on the principals involved in the incident, securing evidence for the prosecution of suspect(s), overseeing search warrants if applicable, and coordinating with other law enforcement and/or emergency services agencies as directed by the Chief of Police or Incident Commander. The Investigative Commander is the ranking Detective Supervisor on the scene.
- K. PERIMETER – The inner perimeter is a dangerous area established by the first officer on scene. The outer perimeter is a safe area designated to provide a workspace for command and control operations, and support functions, such as medical aid.
- L. RPD / RFD MEDICAL TASK FORCE – A team of two (2) officers and two (2) firefighters responsible for providing medical aid and evacuating casualties. Officers assigned to a rescue team are responsible for providing security to the firefighters/medics supporting the Rescue Team.
- M. RESCUE TEAM (RT) – A team of two to five officers responsible for getting injured victims to medical aid and establishing a Casualty Collection Point. RTs are formed once enough contact teams have entered the structure or shooter(s) have been isolated, contained, arrested, etc.
- N. SPECIAL WEAPONS AND TACTICS (SWAT) TEAM – A team composed of police personnel who are specially trained and equipped to intervene in high-risk situations.
- O. SUPPORT COMMANDER – The individual responsible for coordinating traffic and crowd controls as well as overall support for the operation. The Support Commander is the Captain of SOD or their designee.
- P. TACTICAL COMMANDER – The individual responsible for controlling the tactical Command Post and SWAT actions in conjunction with Crisis Negotiators. The Tactical Commander is the OIC of SWAT.
- Q. UNIFIED COMMAND CENTER (UCC) – Incident Commanders from various agencies operate together to form a single command structure outside the line of fire; established by RPD.
- R. TACTICAL PARKING – The habitual practice of parking in a manner that provides the officer with the most significant tactical advantage possible to facilitate cover, concealment, and, if necessary, egress and/or evasion. (IE: [REDACTED]
[REDACTED]
[REDACTED].)
- S. CHOKE POINT – Any location, structure, or circumstance, whether natural or man-made, that restricts movement

VI. PROCEDURE

A. CHARACTERISTICS OF AN ACTIVE SHOOTER INCIDENT:

1. Emotionally charged;
2. Very volatile;
3. Extremely unstable situation; and,
4. Victims are currently being killed and/or attacked, or a suspect has just killed and/or attacked victims.

B. CHARACTERISTICS OF A HOSTAGE/BARRICADED SITUATION:

1. Emotionally charged;
2. Very volatile;
3. Situation is somewhat stable; and,
4. No victims are currently being killed and/or attacked.

C. Active Shooter and Active Threat Situations: [CALEA 46.2.1c]

These incidents are unique in that their effective handling cannot be totally reduced to standardized and generic procedures. The use of deadly force in any active threat is governed by General Order 1-5, Use of Force. The significant factors regarding these tactics are that they represent a means of intervention available to officers to prevent injury and death to innocent persons. Additionally, under these guidelines, a first responder patrol officer arriving at the scene of an active shooter incident is authorized to intervene before the arrival of specialized units. The primary goals are to stop the threat and provide medical attention for the injured.

1. First arriving officer(s) must take charge of the incident and evaluate the situation based on the information provided. A single officer response, upon arriving on scene of any active threat, may make entry based on the totality of the ongoing circumstances. Immediate access may be warranted to preserve life.

Note: Officers shall use a Tactical Parking mindset to prevent causing choke points that may hinder and/or prevent the delivery of critical assets (tactical and medical) to the scene where they may be needed.

2. A Contact Team will be established to make entry and notify DEC of the entry location, suspect information, and the nature and location of the injured.
 - a) Provide a description of contact team members and the status of the scene. Officers and Detectives responding to an active threat must wear their tactical vests or placards to be easily identifiable as a police officer.
 - b) Disseminate the status of the scene as soon as possible to responding units.

- c) Types of weapon(s), i.e. improvised explosives, knife, rifle, handgun, etc.

3.

- a) Maintain radio contact with the contact team to provide information and location;
- b) If no indicators of a continued active threat are evident, officers should lock down and secure the immediate area of the threat(s) and wounded, creating a casualty collection point; [CALEA 46.1.10d]
- c) Casualty Collection Points should be established within 12 minutes of the first arriving officer. Additionally, CCPs should be established [REDACTED]
- d) Once the Casualty Collection Point has been established, the RPD/RFD Medical Task Force Teams may enter the structure and provide medical care and or evacuate the wounded; and,
- e) [REDACTED]

(1) [REDACTED]

(2) [REDACTED]

4. The Incident Commander (IC) will:

- a) Establish a Unified Command Center (UCC) which consists of the Incident Commanders from various agencies operating together and;
 - (1) Advise DEC of the location of the UCC;
 - (2) Identify hot zones;
 - (3) Relay the number of victims to the Department of Emergency Communications (DEC) - this helps Fire and RAA in planning their response; and,
 - (4) Cue officers to establish a Casualty Collection Point (CCP).
- b) Identify supervisor/officers to take charge of the interior;
- c) Establish an officer at the point of entry to direct additional officers to assist the contact team;
- d) Establish a casualty collection point, direct contact teams, and make arrangements to receive a rescue team.

5. RPD/RFD Medical Task Force Teams will deploy independently of contact teams and enter the building to provide medical assistance and facilitate evacuation as soon as initial security has been established. Casualty Collection Point(s) for non-ambulatory victims shall be established within 10-12 minutes of arriving on scene. [CALEA 46.1.10d]
6. Communications:
 - a) Keep radio transmission to a minimum unless there is information about the shooter(s) or injured personnel.
 - b) The Incident Commander will coordinate any community notification with the Department of Emergency Communications (DEC), if circumstances present a clear and immediate danger to the area, and additional public safety departments. See general order 9-7, Geocast Notification System (Reverse 911). In addition to internal notifications, the Public Affairs Division will notify the general public if circumstances present a clear and immediate danger to the public. [CALEA 46.1.10a, 46.1.10b]
7. Establish a Casualty Collection Point (CCP): [CALEA 46.1.10d]
 - a) Clear the CCP area for any hazards;
 - b) The location should be established [REDACTED].
 - c) [REDACTED];
 - d) Incident Commander will ensure that there is adequate security for the evacuation process of the wounded; and,
 - e) Firefighters/medics will provide medical care to the wounded and assist in moving the wounded from the CCP to the evacuation vehicles.

D. Hostage and/or Barricaded Situations:

First Officer(s) at the Scene shall: [CALEA 46.2.1a, 46.2.1c]

1. Immediately request a supervisor and notify the Department of Emergency Communications (DEC) concerning the existence of the situation;
2. Obtain as much intelligence as possible and continue to update all information as it is received;

NOTE: [REDACTED]

3. [REDACTED]

[REDACTED]

4. [REDACTED]

5. Evacuate all spectators from any area considered dangerous if it can be done safely. SWAT personnel will take over this activity when deployed to the inner perimeter. The Incident Commander will determine any further evacuations. All persons removed should be identified and questioned. This information should be sent to the Command Post when applicable. The Incident Commander should coordinate the evacuation of surrounding residences and businesses, ensure that the addresses of these locations are documented and note any occupants who refuse to leave by name if possible, and be prepared to coordinate transportation for evacuees. [CALEA 46.2.1d]

Note: Coordination for evacuees should include a secure location to be transported to during the incident resolution.

6. Maintain strict firearm discipline at the scene. As outlined in General Order 1-5, Use of Force Policy, weapons should not be used except in self-defense or to defend a third party from the threat of death or serious bodily injury. Someone with a lone hostage and is shooting at the police is not an active shooter. They are actively shooting at the police, and [REDACTED]

[REDACTED]

NOTE: [REDACTED]

7. Brief the first responding supervisor upon their arrival. Include the status of the incident and the deployment of the officers.

E. Supervisors shall: [CALEA 46.2.1a, 46.2.1d]

This Department's policy is to deploy the SWAT Team and CNT to any verified hostage/barricaded suspect incident utilizing the least stringent means consistent with the incident. The initial supervisor shall assess the incident. If the barricaded suspect fits the criteria as defined in this order, it is his/her responsibility to initiate a SWAT Team, Explosive Ordnance Disposal (EOD) Team, and CNT page alert. [CALEA 46.2.1b, 46.2.1c]

1. Complete a PD-180 (Warrant Service-High Risk Operations Assessment). Completing this form will gather the necessary intelligence to establish if a specialty unit (SWAT, EOD, CNT) should respond.

2. Ensure a perimeter is established to contain the situation.
3. Notify the Watch Commander or Precinct Commander (based on the time of day);
4. Establish a temporary Command Post before the “All Page” alert;

NOTE: A supervisor must provide a location for specialized units to respond. This will be part of the initial alert. [REDACTED]

5. Designate a Staging Area for responding to emergency equipment. [REDACTED]
 - a) A checkpoint may also be established. This is the sole location where persons and vehicles that want entry inside the outer perimeter are directed for clearance.
 - b) Request that an ambulance(s) be dispatched to the assembly point for immediate response if needed.
 - c) Designate a Recorder for all pertinent information.
 - d) Formulate an action plan that may need to be implemented before tactical arrival. Elements include: [REDACTED]
6. Be responsible for traffic and crowd control as directed by the Support Commander.

F. Ranking Traffic Supervisor shall: [CALEA 46.2.1a]

Be responsible for traffic and crowd control as directed by the Support Commander.

- G. All Police Personnel arriving on scene to assist with critical incidents (except those authorized to report to the Tactical Command Post (TCP)) shall:
1. Report to the Support Command Post first, unless they already have received an assignment; and,
 2. Follow the Chain of Command as listed under Attachment A.

NOTE: Based on Incident Command, the Chain of Command may decrease or increase in correlation to the incident. Each Commander position may be filled by designating on-scene personnel if required. If necessary, the Financial/Administration section may be added to include units for time, compensation claims, procurement of additional resources, recording expenses, and documenting injuries and liability issues. Department of Emergency Communications (DEC) shall: [CALEA 46.1.10b]

3. Upon receiving a call regarding an active threat situation, DEC personnel will:
 - a) Notify officers of the existence of an active threat incident and the location, providing updates or repeating, as necessary:
 - (1) Full description of the offender(s);
 - (2) How many offender(s);
 - (3) Offender(s) point of entry; and
 - (4) Type of weapon
 - (5) Cue the Incident Commander to establish a CCP within 10-12 minutes of the first officer's arrival on scene.
 - b) [REDACTED]
 - c) [REDACTED]
 - d) [REDACTED]
 - e) [REDACTED]
 - f) Dispatch Fire and EMS to the scene of the incident.
4. Notify all units at the scene and responding units to utilize the established emergency channel;
5. Immediately notify or cause to be notified:
 - a) The Command Staff pager alert;
 - b) The Crisis Negotiations Team Commander and Team;
 - c) The SWAT Team Commander and Team;
 - d) EOD Team
 - e) The Precinct Commander or on-duty Lieutenant of the Precinct in which the situation occurred and Watch Commander. The ranking supervisor shall immediately respond and assess the situation to include the immediate supervisor's decision to activate or not activate a SWAT call out during active shooter, active threat and/or hostage/barricaded situations; [CALEA 46.2.1d]
 - f) The ranking on-duty Detective Division supervisor;
 - g) Public Affairs Unit; and,

h) Individuals and/or organizations as requested by police personnel/supervisors on the scene. And,

6. Log the responding SWAT/Negotiator personnel to the call and advise them where to respond and the zone and channel the operation will be working on.

H. Incident Commander (Chief of Police or designee) shall: [CALEA 46.1.1, 46.2.1a]

1. *Assume the role of and act as the Incident Commander upon arrival on scene;*
2. Establish, command and control of the incident utilizing the Incident Command System model and establish the Incident Command Post;
3. Initiate the notification, and mobilize and control of additional personnel and equipment resources;
4. Establish liaison with outside agencies, including the Emergency Operations Center, if in operation; and,
5. Be responsible for the overall supervision and coordination of the incident; and,
6. Maintain the safety of all affected personnel.

I. The Tactical Commander shall: [CALEA 46.2.1d, 46.2.1e]

1. Establish and maintain a Tactical Command Post (TCP). This TCP shall [REDACTED]
[REDACTED]
[REDACTED]
2. [REDACTED];
3. Be responsible for control of the tactical situation to include coordination of CNT, EOD Team and SWAT Team activities; [CALEA 46.2.1e]
4. [REDACTED]
[REDACTED]
[REDACTED]
5. Control the Inner Perimeter; and,
6. Appoint a Recorder to establish a written log of times, actions, events and personnel at the scene.

NOTE: Only the Chief of Police, Deputy Chief(s), Incident Commander, members of the SWAT Team, members of the CNT, and those officers specifically requested by the Tactical Commander should be allowed access to the TCP.

J. Recorder shall:

1. Work from the Tactical Command Post; and,
 2. Establish a written log of times, actions, events and personnel at the scene.
- K. The Support Commander (Captain of Special Operations Division) shall:
1. *Assume the role of and act as the Support Commander upon arrival on scene;*
 2. Establish, command and control of the incident utilizing the Incident Command System model;
 3. Be responsible for coordinating traffic and crowd control on the Outer Perimeter;
 4. Establish a Support Command Post. The purpose of this Command Post is to [REDACTED],
 5. Coordinate actions with the OIC of the affected Precinct/Division in the event of a need to relieve police personnel on assignments or the holding over of an off-going relief to ensure adequate manpower.
- L. The Investigative Commander (Ranking Supervisor of Major Crimes on the scene) shall:
1. Be responsible for gathering background information on the hostage taker(s), hostage(s) and/or barricaded subject(s);
 2. Direct the interviewing of witnesses;
 3. Secure evidence for the prosecution of the suspect(s); and,
 4. Establish a liaison with other law enforcement agencies as directed by the Tactical Commander.
- M. OIC of the Public Affairs Unit or designee shall: [CALEA 46.1.10a]
1. Serve as the Public Information Officer;
 2. Establish a press area for news media personnel, preferably near the Support Command Post;
 3. Control access to the press area, ensuring that only authorized members of the press are admitted;
 4. Periodically release statements as directed by the Chief of Police or designee; and,
 5. Handle any problems with the Media.
- N. The SWAT Team shall:

1. Inform the DEC communications officers on the radio channel of the Precinct in which the situation is occurring that they are responding and their approximate Estimated Time of Arrival (ETA); and,
 2. Prepare and submit an “After Action Report” through channels to the Chief of Police or designee following the situation.
- O. Crisis Negotiations Team shall:
1. Be responsible for establishing and maintaining communications with the barricaded or hostage subject;
 2. Control all communications with the subject throughout the situation;
 3. Disseminate any intelligence that they gather to the Tactical Command Post and the SWAT Team; and,
 4. Prepare and submit an “After Action Report” through channels to the Chief of Police or designee following the situation.
- P. RPD / RFD Medical Task Force members are responsible for triaging victims and moving victims from the CCP to awaiting ambulances or transport vehicles. Officers participating in Medical Task Forces are responsible for escorting RFD personnel to and from the CCP.
- Q. Watch Commander /Precinct Commander shall: [CALEA 46.2.1d]
- Respond and assess the situation to include the immediate supervisor’s decision to activate or not activate a SWAT call out during active shooter, active threat and/or hostage/barricaded situations. See G.O. 2-6, Watch Commanders and Notification
- R. Active Shooting, Active Threat and/or Hostage/Barricaded Situations – College and University Property:
1. In the event of a verified active shooting, active threat, hostage and/or barricaded subject situation on a college or university property (which includes the East campus of the Medical College of Virginia-MCV), the Commander or the Officer-In-Charge (OIC) for the college or universities police shall notify the Richmond Police Department. Through an agreement with the VCU Campus Police, the Richmond Police Department shall assume total command of any hostage and/or barricaded subject situation that may arise on the campus.
 2. Through an agreement with the Virginia Department of Corrections and VCU Campus Police, the Richmond Police Department shall assume total command of any hostage and/or barricaded subject situation that may arise at the MCV Prison Ward.
- S. Maintaining Readiness [CALEA 46.1.10e]
1. The Police Department’s Training Division personnel will conduct documented training exercises and rehearsals to maintain readiness on an annual review.

2. This policy will be reviewed annually to ensure it corresponds with the procedures set out by the City of Richmond's Emergency Operations Plan.
3. Police officers' skill sets for an active shooter incident are perishable and need continuous training to maintain a proficient response to active shooter incidents.

IX. FORMS

1. After Action Reports
2. PD-180 Warrant Service / High-Risk Operation Assessment

ACTIVE SHOOTER, ACTIVE THREAT HOSTAGE AND/OR BARRICADED SUBJECT SITUATION

CHAIN OF COMMAND

