

**CITY OF FERGUSON  
OFFICE OF THE CHIEF OF POLICE**

**Index as:**

Alert Levels, Emergency Operations  
Civil Disturbances  
Code 1000  
Communications, Emergency Operations  
Disaster Response  
Emergency Operation Plan, City of Ferguson  
Emergency Operations  
Incident Command System, ICS  
National Incident Management System  
National Terrorism Advisory System (NTAS)  
N.I.M.S.  
Public Information Officer  
Recall, Police Personnel  
Reports, Emergency Operations after Action  
St. Louis County Communications Van  
Terrorism  
Traffic Control, Emergency Operations

---

**EMERGENCY OPERATIONS / UNUSUAL OCCURRENCES**

**490.00 PURPOSE**

The purpose of this General Order is to identify policy and procedure for law enforcement response to major disasters until the City of Ferguson Emergency Operation Plan or St. Louis County Code 1000 Plan is implemented. This General Order is not all inclusive with detailed response to specific incidents covered in GO 431.00 - *Hostage & Barricaded Subjects*; GO 436.00 - *Bomb Threats & Devices*; GO 491.00 - *Hazardous Material Response*, GO 492.00 - *Natural and Man Made Disasters*, and 493.00 - *Civil Disturbance and Mass Arrests*.

**490.01 POLICY**

It is the policy of the Ferguson Police Department to establish authority and procedural guidelines in response to unusual occurrences, disasters and civil disturbances. The Police Department, along with other city departments, makes up "***The City of Ferguson Emergency Operations Plan***". "***The City of Ferguson Emergency Operations Plan***" conducts a review of the State and local Emergency Operations Plans (EOP) and is looked upon as an integral part of a nationwide planning effort and an essential element of the Federal Emergency Management Agency (FEMA) and State Comprehensive Cooperative Agreement (CCA) process. "***THE CITY OF FERGUSON EMERGENCY OPERATIONS PLAN***" maintains an emergency response manual, which identifies the specific duties and responsibilities for

each affected city department during the conduct of emergency operations. This General Order is intended to provide guidance to law enforcement personnel in conjunction with the Ferguson Emergency Operations Plan. Officers should refer to the Ferguson Emergency Operations Plan for long-term disaster response. This plan addresses the detailed response procedures that would be followed during any emergency operation. It also addresses all recovery procedures that are to be followed following an emergency. These plans allow for the return to routine operations within the area of the emergency.

The City of Ferguson has a mutual aid agreement with all municipalities within St. Louis County who have passed a similar ordinance. Since the possibility exists that municipalities in St. Louis County may be unable to provide us with needed aid and resources, the Ferguson Police Department has developed its own plan for responding to such disasters.

A command rank officer, assigned by the Chief of Police, will be designated as the Civil Preparedness Coordinator and is responsible for planning for response to disasters and unusual occurrences. This commander, in concert with other Commanders, will review this plan annually, and update it as necessary.

#### 490.02 DEFINITIONS

- A. ***Code 1000*** - The Code 1000/Incident Command System (Code 1000/ICS) plan is both an administrative and an operation law enforcement contingency plan which coordinates the commitment and deployment of police resources within the geographic limits of St. Louis, County, Missouri. The purpose of the Code 1000 Plan is to provide a preplanned method of coordinating the mobilization and management of law enforcement personnel, equipment, and expertise during a local or countywide emergency.
- B. ***Emergency Situations*** - In context of mutual aid, it is a situation that exceeds the capability of a local agency to counteract successfully.
- C. ***Mutual Aid*** - An exchange of services, personnel and/or equipment between law enforcement agencies during times of emergency situations.
- D. ***The City of Ferguson Emergency Operation Plan*** - The master plan developed by the ***City*** to identify the responsibilities of each city department during a major emergency or disaster.
- E. ***National Terrorism Advisory System (NTAS)*** – This Federal system is a two-level terrorism threat advisory scale used by the United States Department of Homeland Security since April 26, 2011. Under the NTAS alerts will be issued under either the category of “elevated” or “imminent”.
- F. ***Terrorism*** - The systematic use of terror especially as coercion; violence or the threat of violence committed by a group or groups in order to intimidate a population,

specific segment of the population, or the government in the furtherance of their objectives either political or social (Department of Justice).

- G. ***Weapons of Mass Destruction*** - Any destructive device, explosive, incendiary, poison gas, bomb, grenade, rocket having a propellant charge of more than ¼ ounce, mine or similar device; any weapon involving a disease organism; or any weapon designed to release radiation or radioactivity at a level dangerous to human life.

#### 490.03 NATIONAL INCIDENT MANAGEMENT SYSTEM (N.I.M.S.)

On February 28, 2003, the President of the United States issued Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*, which directs the Secretary of Homeland Security to develop and administer a National Incident Management System (N.I.M.S.). This system provides a consistent nationwide template to enable Federal, State, local, and tribal governments and private sector and non-government organizations to work together effectively to prepare for, prevent, respond to, and recover from domestic incidents, regardless of the cause, size, or complexity, including acts of catastrophic terrorism.

The N.I.M.S. represents a core set of doctrine, concepts, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels. It is not an operational incident management or resource allocation plan.

HSPD-5 requires all Federal departments and agencies to adopt the N.I.M.S. and use it in their individual domestic incident management and emergency prevention, preparedness, response, recovery, and mitigation programs and activities, as well as in support of all actions taken to assist state, local or tribal entities.

To accomplish this goal, all members of this department shall comply with the N.I.M.S. requirements through the following required federal testing:

- A. All emergency responders: ICS100 and ICS700
- B. First line supervisors: ICS100, ICS200, and ICS700
- C. Command Staff: ICS100, ICS200, ICS300 and ICS700
- D. Commanders (Decision Makers): ICS100, ICS200, ICS300, ICS400 and ICS700

#### 490.04 NATIONAL TERRORISM ADVISORY SYSTEM

**The National Terrorism Advisory System** is a new terror alert system launched April 26, 2011. This system replaces the color coded system with more specific information for authorities and first responders in areas where the threat of a terror attack may materialize. Decisions on when to recommend a terror alert will be recommended by way of the CIA, FBI

and Homeland Security Agency. The new system's alerts will also expire after 2 weeks and be more diversified than the previous system. The National Terrorism Advisory System will include the public in specific anti-terror initiatives, such as looking for suspects, vehicles, or locations.

490.05 EMERGENCY MOBILIZATION PLAN

- A. **Alert Levels** - The Ferguson Police Department will participate in the NTAS system. The Ferguson Police Department alert levels are not exclusively tied to the NTAS. The department may go to a higher or lower alert level independently of the NTAS depending on local/regional issues.

Officers may be assigned to protect sites deemed to be at risk under the prevailing circumstances of the moment. These targets may include government offices, schools, sporting venues, concert venues, businesses, and critical facilities such as power/water plants. The City of Ferguson has several high value targets to include Emerson Electric, Florissant Valley Community Junior College, McCluer-Berkeley South High School, etc.

The Chief of Police, or his designate, will have the responsibility and authority to close any establishment he deems necessary in the interest of public safety.

- B. **Emergency Call Out** - All Department personnel are subject to call-out during an emergency, and are expected to respond to such call-outs. Each member will keep the Department advised of their home address and telephone number. All employees will advise any changes by completing a memo form, through the chain of command to the Chief of Police. It is the responsibility of the Bureau Commanders, Civil Preparedness Coordinator, and the Shift Commanders to ensure the Department roster is current with the names, addresses and telephone numbers of all personnel assigned to the department. If a Department member is away from home, and becomes aware of a disaster or unusual occurrence in Ferguson where a call-out may occur, that member will contact the dispatchers as soon as possible to determine whether or not they are needed. Vacations and Holidays schedules may be changed or cancelled.
- C. **Notifications** - Upon being advised that a civil disturbance is in progress, or a natural or manmade disaster has occurred, communications personnel shall immediately notify the appropriate command staff. Should the incident occur during the evening or night time hours, communications will make such notifications as directed by the on scene commander or supervisor.
- D. **Authority** - The Chief of Police has the authority to authorize the call-out of all Department personnel in the event of a disaster or other unusual occurrence which requires additional police resources. Once the magnitude of the situation has been evaluated and a determination has been made by either the Chief of Police, or on scene commander that additional personnel are required to control the incident, communications shall request temporary assistance from adjoining municipalities. In

**GENERAL ORDER 490.00 A**

(G.O. 490.00 RESCINDED) November 9, 2011

the event the Department finds itself confronted with a police emergency that dictates the need for more police resources, the Chief of Police and/or on scene commander may activate the Code 1000 / ICS plan by contacting the Bureau of Communications of the St. Louis County Police Department. The Department Communications unit will notify the Chief of Police and Bureau Commanders who will determine manpower needs and the need for other city resources. A supervisor will direct the recall of additional City employees and additional City resources. When such a call-out is initiated, personnel will be assigned as needed, at the discretion of the Chief of Police, or scene commander.

1. City of Ferguson Ordinance 10-20 identifies and establishes mutual aide agreements.
2. St. Louis County Ordinance 701.200, (1992) establishes authority of one police agency to cross over municipal boundaries and have power to act in another municipality during emergencies/disasters, etc.
3. Missouri State Statutes, Chapter 70, Sections 70.210 to 70.325, (1986), allows municipalities and counties to enter into mutual aid agreements for the effective use of all resources in the County during an emergency situation.
4. Municipal cross deputization ordinances also give authority to police agencies to cross over municipal boundaries and have full legal power to restore law and order.
5. Missouri State Statutes, Chapter 44, Sections 44.022 and 44.100 give the Governor authority to declare a state of emergency and establish martial law and establishes cooperation with the Federal Government and the President in a national state of emergency and declaration of martial law. Officers will follow the procedures as directed by martial law authority.

**E. Assembly Areas:**

1. All law enforcement personnel are to report to the Ferguson Police Department for further instruction, unless instructed to meet at an alternate location.
2. Upon arriving at the assembly area, supervisors will conduct briefings and check equipment of their assigned personnel while awaiting further instructions.

**F. Briefings:**

At the assembly area, the Chief of Police, or his designee, will accomplish the following:

1. Disseminate all current information on the unusual occurrence or special operation;
  2. Identify key personnel designations and responsibilities;
  3. Explain the department's pre and post-occurrence duties;
  4. Make staff assignments;
  5. Provide all personnel with survival and safety instructions;
  6. Distribute any additional equipment necessary;
  7. Introduce outside agency personnel and coordinators, if other agencies are involved in response.
- G. **Emergency Mobilization / Rehearsal.** It is the responsibility of the Chief of Police, or his designee, to conduct and participate in tests, drills, exercises and rehearsals of the emergency mobilization plan.
- H. **Command and Control** - Consists of those actions that involve directing, ordering, and/or utilizing resources by virtue of explicit legal, agency, or delegated authority. Command and control shall be vested in the Chief of Police. The responsibility of the Chief also includes:
1. Establish an operations command post
  2. Designate an operations officer to coordinate incident operations
  3. Choose and staff appropriate staging areas
  4. Assign support staff to begin documentation procedures, etc.
- I. **Annual Review** – The Department's command staff will review annually and update the agency' Emergency Operations/Unusual Occurrences plans to ensure that the appropriate responses are followed and that equipment, material and manpower are available when needed.

490.06 CODE 1000 / INCIDENT COMMAND SYSTEM (ICS)

- A. The Code 1000 / Incident Command system is both an administrative and an operational law enforcement contingency plan which coordinates the commitment and deployment of police resources within the geographic limits of St. Louis, County, Missouri. The purpose of the Code 1000 Plan is to provide a preplanned method of coordinating the mobilization and management of law enforcement personnel, equipment, and expertise during a local or countywide emergency.

- B. In the event that an emergency situation arises to the extent the Ferguson Police Department or another jurisdiction evokes the Code 1000 / ICS system, commanders should refer to the current issue Code 1000 / ICS plan book. Copies of the Code 1000 plan will be kept in the communications office, squad commander's office and supervisor's vehicles.
1. **Activation** - In the event the Ferguson Police Department finds itself confronted with a police emergency that dictates the need for more police resources, the senior officer on duty may activate the Code 1000/ICS plan by contacting the St. Louis County Police Department's Bureau of Communications. The Chief of Police will be immediately notified of such activation.
  2. **Response** - Agencies requested to participate in a Code 1000/ICS operation shall provide information regarding resources availability to the St. Louis County Police Department's Bureau of Communication. Officers assigned shall report to a staging area, designated by the initiating agency, for operational assignments.
  3. **Cancellation** - When the incident is stabilized and no additional resources are required, the senior officer in charge shall cancel the Code 1000/ICS operation. He shall have a point-to-point radio message transmitted to all participating departments indicating such, and shall release personnel to their respective departments.
  4. **Arrest & Reporting** - Based on the nature and circumstances of the incident, the Chief of Police or designate will assign an officer to act as the "Arresting Officer" to simplify court preparation and the testimony requirements. Persons arrested will be charged under state violations only. If arrests are made by agencies assisting in Code 1000/ICS operations in the City of Ferguson, report preparation will be the responsibility of the Ferguson Police Department.
  5. **Communication** - All Code 1000/ICS operational radio communications will be controlled and coordinated by the St. Louis County Police Department's Bureau of Communications, on the Police Emergency/Radio for Interagency Operations and Tactics (R.I.O.T.) frequency, 154.725 MHZ. The National Mutual Aid frequency, 155.475 MHZ, might be considered as a second choice if the R.I.O.T frequency becomes overloaded.
  6. **Call signs** - Officers will identify themselves by using the name of the police department to which they belong, followed by their department serial number (DSN), e.g. "Ferguson 109". NOTE: For complete and detailed information please refer to the Code 1000/Incident Command System Plan for St. Louis County and Municipal law Enforcement Agencies.

- C. It is the policy of the Ferguson Police Department that the members of the police force of this municipality shall respond to requests for assistance within the boundary limits of any other contracting municipality or county, pursuant to the direction and approval of the Chief of Police.

**490.07 COMMUNICATIONS DIVISION DURING EMERGENCIES**

- A. The Communications Division will handle all dispatching for the City during an emergency and will follow the guidelines identified in GO 600.00 and GO 603.00. In the event the Communications Unit is unable to handle 911 calls because of extensive damage to the facility or equipment, the Communications Operator will contact the St. Louis County Police Department's Communications Unit, which has the capability to switch routing of 911 calls to their Department. **NOTE:** The St. Louis County Police Department has an emergency communications van which can be brought to our location for use by our Communications Operators.
- B. The Communications Division is normally staffed with two dispatchers, however, during an emergency or major incident, equipment is available to accommodate up to three dispatchers. Also, staffing can be arranged to have additional dispatchers on duty.
- C. Emergency Communications Back-up System - In the event of a radio power failure, there is a back-up generator which will power communications. This generator will be checked monthly for proper operation by city maintenance. Walkie-talkie radio communications will be used as a back-up system if the communication system fails. The emergency communications back-up system should only be used in instances of severe weather or damage that causes the loss of radio communications.
- D. During an emergency or major incident, Communications personnel may be required to request assistance from other law enforcement agencies. A listing of all area law enforcement agencies is maintained in the Communications Room. Contact may be made by the point-to-point or riot radio channel, telephone or in person.
- E. The Communications Room maintains a listing (telephone and/or pager numbers) of police personnel, city officials, utilities, animal control, board up services, and other agencies they may be called upon to assist in the event of an emergency or major incident.

**490.08 INCIDENT COMMAND POSTS**

- A. If the emergency involves all, or a large part of the city, the command post is to be set up at the Ferguson Police Department in a room designated for that purpose. This room will contain appropriate maps, telephones, radio communications and computer equipment suitable to manage a major incident. The Ferguson Firehouse Station #2 will be used if the Ferguson Police Department site is unavailable. The Chief of



Police, or his designee, will select an alternate location, if both of these sites are not available. The command post may be staffed by the Chief of Police, Bureau Commanders, and any other persons designated by the Chief of Police. Facilities will be made available for outside agencies emergency assistance teams, media crews, and medical personnel, if present.

- B. Situation Maps. - During a disaster, or unusual occurrence, or civil unrest, situation maps are available in shift commanders and supervisor vehicles. These maps vary in sizes and are available through the Planning Department of the City. These maps may be displayed in the Command Post and/or the Communications radio room.
- C. If the emergency involves only a small portion of the city, or one building, a police vehicle can be placed a safe distance from the emergency site and used as a command post. This command post will contain only essential personnel to handle the emergency, along with the shift supervisor, and uniformed personnel assigned to the emergency area. If the situation requires a larger command post, reasonable measures will be taken to accommodate the personnel of the department and/or other agencies.
- D. The shift supervisor's vehicle may be used as a command post and should be equipped with at least the following:
  - 1. Crime Scene Tape
  - 2. First Aid Kit
  - 3. Tape Measure
  - 4. City of Ferguson Situation Maps
  - 5. Contamination Kit
  - 6. Fire Extinguisher
  - 7. Radios and Cellular Phone
  - 8. Mobile Data Terminal
  - 9. Flares

#### 490.09 CHAIN OF COMMAND

The City Manager of the City of Ferguson is responsible for direction and control of all emergency management activities within the City. The Civil Preparedness Coordinator will act as the Chief Executive's Chief of Staff. The Chief of Police has the final authority for all operational responses to natural/man-made disasters hostage/barricaded subjects, civil disturbances, or any other unusual occurrence within the city limits of Ferguson. The Division of Field Operations (DFO) Commander will assume this responsibility in the absence of the Chief of Police. At the initial outset of any unusual occurrence, it will be the responsibility of the ranking officer at the scene to assume the responsibility of the on-scene Incident Commander until the DFO Commander or higher-ranking officer arrives at the scene. Coordination between outside agencies will be accomplished through the Chief of Police, or his designee.

#### 490.10 CASUALTY INFORMATION

A Department member appointed by the Chief of Police will gather casualty information. This information will be released to the news media in numbers only, except in situations where the next of kin is aware of the casualty.

**490.11 COMMUNITY RELATIONS / PUBLIC RELATIONS**

- A. A **Public Information Officer** (PIO) will be designated by the Chief of Police to coordinate release of official public information with the Mayor. General Order 458.00 - *News Media / Press Relations* will be used as the guide for dealing with the news media. Only that information released by the PIO or the City Manager will be considered official. Dissemination of public information will utilize all media: television, radio and newspaper. Activation of the Emergency Broadcast System (EBS), if necessary, will be in accordance with the State EBS Operational Plan. Public briefings for media personnel will be conducted by the PIO. A rumor control section, appointed by the PIO, will answer inquiries from the public, provide community relations support and monitor public media broadcasts to insure the public is receiving accurate information.
- B. **Rumor Control.** All personnel will be reminded of the Ferguson Police Department's Public Information Policy concerning the release of information as defined in GO 458.00. It is the sole responsibility of the Chief of Police, or his designee, to release any information to the news media. Accuracy in reporting is extremely important to the department. Accurate casualty and damage numbers are essential to prevent the spread of rumors and exaggerations, which may trigger panic in the community. All personnel will be instructed to direct any member of the news media to the designated information center. It is not the intent of the Ferguson Police Department to withhold information from the media or the general public. The specific purpose for having one person responsible for releasing information is to ensure that information is accurate and free from speculation or opinion.

**490.12 OTHER AGENCY SUPPORT**

- A. The City of Ferguson has enacted city ordinances authorizing the police department to provide mutual aid with other agencies that have enacted similar ordinances. In the event of an unusual occurrence, assistance may be required from outside agencies. The emergency telephone numbers will be available at the field command post and at the Communications Center. The department must rely on the aid of other law enforcement agencies for specific types of support. The department does not have a Special Weapons and Tactics Unit. The St. Louis County Police will be the primary source for Tactical Operations support. In addition, other agencies may be contacted, as necessary. Not limited to contact, the following agencies should be contacted if assistance is required:
1. Missouri State Highway Patrol
  2. St. Louis County Police Department

3. St. Louis Metropolitan Police Department
  4. Florissant Police Department
  5. Berkeley Police Department
  6. Emergency Medical Services
  7. Department of Health and Environmental Control
  8. American Red Cross
  9. Ameren U.E.
  10. Laclede Gas
  11. Moline Fire Protection District
  12. Florissant Fire Protection District
  13. City of Berkeley Fire Department
  14. City of Jennings Fire Department
- B. **Military Support.** The Missouri National Guard can be activated upon orders from the governor, or his representative, after request from the Mayor, or his representative. It is the responsibility of the Chief of Police or his representative to make the request to the City Manager.
- C. **Public Facility Security.** At the onset of a large-scale civil disturbance, natural or man-made disaster, the on-scene commander will dispatch personnel to guard key facilities throughout the city. Such facilities may include, but not be limited to:
1. Ferguson City Hall
  2. Any other City Property
  3. Emerson Electric
  4. Any other area deemed necessary by the on-scene commander
  5. Any classified or unclassified facility designated by the Missouri Director of Home Land Security

#### 490.13 TRAFFIC CONTROL

Traffic Control is vital for maintaining an orderly flow of official vehicles to and from the scene and to ensure that unauthorized personnel are denied access. Non-essential law enforcement personnel, such as Volunteers in Police Service or any other qualified available source, will if at all possible, handle physical traffic control. Specific traffic control points will be determined by the On-scene Commander and modified when necessary. The DFO Commander, or his designee, will coordinate with any outside agencies for assistance with traffic control at specific points. Otherwise, traffic control will be conducted by sworn personnel, but only at those locations considered to be high-risk accident locations. As soon as possible, an Entry Authorization List should be produced and distributed to all personnel performing traffic control duties. This is extremely critical for officers from outside agencies assisting the department.

#### 490.14 EMERGENCY SUPPLIES AND EQUIPMENT

The department will maintain equipment designated for use in unusual occurrence and emergency situations. This equipment will remain in a state of operational readiness and will be inspected by the appropriate supervisor at least monthly. Equipment includes, but is not limited to, the following:

1. Those individuals responsible for specialized tasks will insure the equipment necessary to perform these specific duties are inspected at least monthly, or in accordance with equipment requirements.
2. The Chief of Police has the authority to expedite resources during times of emergency. The department may also utilize other city departments for equipment, and other resources, such as food, water, housing, vehicles, etc.
3. The Public Works Department maintains a gas-powered generator that provides emergency lighting for the Police Department. The generator is tested quarterly by Public Works.
4. An emergency gasoline pump is stored at the Municipal Service Garage. This pump is maintained in the event that electrical power is lost to the city. The pump can be used to manually pump gasoline from commercial gasoline tanks in order to supply and maintain operation of the police vehicle fleet.

#### 490.15 TRANSPORTATION

The Public Works Director will make available to the Chief of Police, or his designee, any and all vehicles necessary, along with sufficient personnel, to handle the unusual occurrence. Upon notification of the unusual occurrence, the Public Works Director will establish a command post at the City of Ferguson Public Works Department. Personnel will be staffed to handle the emergency, which will include, but not be limited to, administrative personnel, drivers, mechanics, and any other personnel deemed necessary by the Public Works Director.

#### 490.16 LEGAL CONSIDERATIONS

During any disaster, civil disturbance or other emergency where the arrest or detention of citizens is anticipated or is actually occurring, every attempt will be made to establish liaison with the offices of the Prosecuting Attorney's of the City of Ferguson and of St. Louis County. The City Manager, Chief of Police, or their designee, will advise their offices of the situation and abide by any and all legal instruction received regarding arrests, seizure of property or any other possible ramifications of police action.

#### 490.17 DE-ESCALATION PROCEDURES

At the direction of the City Manager, de-escalation procedures may begin. The procedures will include, but would not necessarily be limited to, the return of personnel and equipment to routine duties.

490.18 POST OCCURRENCE DUTIES

These duties will vary with the nature and severity of the disaster. The main post occurrence duty will be to return all City government operations back to normal.

490.19 AFTER ACTION REPORTS

Following any unusual occurrence operation, the Chief of Police or his designee will hold a staff meeting to discuss the operational response. The meeting will focus on shortfalls of the unusual occurrence response and format revisions necessary to carry out the next response in a more efficient manner. After the occurrence all reports, logs, assignments, damage reports, list of injuries/deaths, use of force reports, etc. will be forwarded to the Chief of Police's Office for review and evaluation.

By order of:

A handwritten signature in cursive script that reads "Colonel Thomas Jackson".

COLONEL THOMAS JACKSON  
Chief of Police

Distribution

All Department Personnel

MPCCF Reference 26.1, 26.2, 26.3, 26.4, 26.5, 26.7, 26.8