



CLEVELAND DIVISION OF POLICE

GENERAL POLICE ORDER



EFFECTIVE DATE: MARCH 20, 2023	CHAPTER: 4 - Field Operations	PAGE: 1 of 11	NUMBER: 4.07.02
SUBJECT: CROWD MANAGEMENT – INCIDENT COMMAND SYSTEM			
CHIEF: <i>Dornat A. Drummond, Chief</i>			

PURPOSE: To prepare for, respond to, and manage critical incidents utilizing the National Incident Management System (NIMS) as the primary method.

POLICY: It is the policy of the Cleveland Division of Police to follow the National Incident Management System/Incident Command System (NIMS/ICS), in conjunction with Division policies, to allow for a cooperative response by multiple agencies to organize and coordinate activities to ensure the most pressing needs are met and resources are used effectively without duplication.

DEFINITIONS:

Assistant - a title for subordinates of principal command staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

Base - the location where primary logistics functions are coordinated and administered. The Incident Command Post (ICP) and the base may share a location. An incident can have more than one base with each base name containing an appropriate designator to prevent confusion. If the incident is so geographically large that one base cannot support it, a second logistics section can be activated. A deputy Incident Commander (IC) can be assigned to monitor the logistics needs of each base.

Branch - a section with functional or geographical responsibility for major aspects of incident operations. Branches are identified by the use of Roman numerals or by functional area.

Camp - a location where personnel not currently assigned to the incident can rest and recuperate. A camp is often adjacent to a base with the term base-camp referring to both.

Command Staff - in an incident management organization, the command staff consists of the deputy incident commander and the special staff positions of public information officer, safety officer, liaison officer, and other positions as required (i.e., intelligence officer, etc.), who report directly to the IC. They may have an assistant or assistants as needed.

Deputy - a fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior. Deputies can be assigned to the IC, general staff, and branch directors.

Documentation Unit - the unit which maintains a master record of all personnel and components involved in the response to a critical incident and is comprised of status recorders who maintain a chronological log, personnel rosters, and a record of all telephone communications. The unit leader ensures maintenance of all files and documentation deemed necessary to complete situation or resource status reports and required after action reports.

PAGE: 2 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
------------------	--	--------------------

Event - a scheduled occurrence that may require use of the ICS to be successfully completed.

Finance/Administration Section - the section responsible for incident management activities that require finance and other administrative support services including record keeping requirements of the Federal Emergency Management Agency (FEMA), processing payroll during a critical incident, collecting and maintaining all records necessary for reimbursement of qualified expenditures, and administering all financial matters pertaining to vendor contracts and reimbursement claims.

Finance Section Chief (FSC) - the position ensuring that personnel time, expenditures, and procurements are tracked and used in an efficient manner.

Function - refers to the General Staff functional areas in the ICS: (1) command, (2) operations, (3) planning, (4) logistics, and (5) finance/administration. The term function is also used when describing the activity involved (e.g., the planning function). A sixth function, intelligence, may be established if required to meet incident management needs.

General Staff - a group of incident management personnel organized according to function and reporting to the IC. The general staff normally consists of the section chiefs of the five main functional activities.

Geographical Division - created in order to partition an incident into geographical areas of operation. Geographical divisions are established when the number of resources exceeds the manageable span of control of the Operations Section Chief (OSC).

Group - a specialized unit within a division or branch. Examples include a traffic control group, or SWAT group.

Incident - an occurrence natural or human-caused that requires an emergency response to protect life, property, or both (i.e., terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response).

Incident Action Plan (IAP)/Event Action Plan (EAP) - an oral or written plan containing general objectives reflecting the overall strategy for managing an incident or event. The plan may include the identification of operational resources and assignments, as well as plans and contingencies for the demobilization of resources at the conclusion of the operation. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Commander (IC) - the supervisor responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all operations at the incident site. Responsibilities of the IC can be assumed by any officer from the officer handling the original call up to the Police Chief and any additional qualified officers, depending on the officers on scene, the size, scope and complexity of the incident or event.

PAGE: 3 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
------------------	--	--------------------

Incident Command System (ICS) - a standardized on scene emergency management system that provides for the adoption of an integrated organizational structure. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents.

Incident Command Post (ICP) - the field location at which the primary tactical-level, on scene incident command functions are performed. The ICP may be located jointly with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Management Team (IMT) - the IMT consists of the incident commander and appropriate command and general staff personnel assigned to the incident.

Intelligence - the function responsible for managing internal information, intelligence, and operational security requirements. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information, etc.) is handled in a way that not only safeguards the information, but also ensures that it is disseminated to those who need access in order to perform their missions effectively and safely. This section may be part of the command staff, assigned to the general staff, or assigned to a subset of the operations, planning, or logistics sections, depending on the need. Each section may need its own intelligence branch, group, or unit.

Liaison Officer - a member of the command staff responsible for coordinating with representatives from cooperating and assisting agencies.

Logistics Section - the section responsible for meeting all support needs for the incident through appropriate procurement of facilities, food service, transportation, supplies, communications, equipment maintenance and fueling, medical services for incident personnel, and personnel for expanding incidents or relief on long incidents. Logistics is responsible for ensuring the safety of responders when they are in a base, camp or staging area prior to deployment and ensuring that relief personnel and equipment are available for deployment as needed.

Logistics Section Chief (LSC) - the individual responsible for ensuring that the activities for the incident or event can be sustained. This responsibility includes obtaining, securing, and maintaining the facilities needed to sustain the operation, including a base, camp, or staging area.

National Incident Management System (NIMS) - a system mandated by Homeland Security Presidential Directive 5 (HSPD-5) that provides a consistent nationwide approach for state, local, and tribal governments, the private sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity.

Operations Section - the section having the responsibility for all tactical operations at the incident site directed toward reducing the immediate hazard, saving lives and property, establishing situational control, and restoring normal conditions. The operations section is responsible for implementing the IAP/EAP and achieving the objectives set forth in that plan.

PAGE: 4 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
------------------	--	--------------------

Operations Section Chief (OSC) - the supervisor responsible for all tactical operations within the incident or event, ensuring implementation of the IAP/EAP, and helping to develop the IAP/EAP for the oncoming shift.

Planning Section - the section responsible for collecting, evaluating, and processing tactical information in order to develop an IAP/EAP with the IC, command, and general staff. Planning should establish a documentation unit as needed.

Planning Section Chief (PSC) - the individual responsible for monitoring the current operation and determining the needs for personnel and activities for the oncoming shift. The PSC develops, writes, and disperses the IAP/EAP after it is approved by the IC.

Public Information Officer (PIO) - the officer who prepares and dispenses all public information regarding the incident, with the approval of the Chief. In a large or complex incident, there may be many PIOs operating under a joint information system (JIS) and out of a joint information center (JIC), but there shall be only one overall PIO for the incident or event. This individual is usually assigned from the agency having primary control of the incident. All agency PIOs enter their input for the public information release, help edit it, and agree to its contents. It is then approved by the Chief or UC before being released to the public. A media staging area shall be designated to ensure that media access will not interfere with law enforcement operations. The location of the media staging area should be communicated to media outlets to help ensure their cooperation. The Chief shall approve all media releases prior to the PIO giving them to the media.

Safety Officer - the officer who oversees the safety of all operations within the incident or event, and has the authority to stop an operation if it is unsafe. The safety officer and their assistants oversee tactical operations to ensure the safety of responders and the general public.

Section - the organizational level with responsibility for one of the General Staff functional areas of incident management.

Section Chief - the title for individuals responsible for management of one of the General Staff functional sections: operations, planning, logistics, finance/administration, and intelligence (if established as a separate section). A section chief reports directly to the IC or UC and works with the command and general staff to develop and implement IAPs.

Staging Area - areas established to assemble resources while awaiting a tactical assignment. The operations section manages staging areas.

Unified Command (UC) - this application of ICS is used when there is more than one agency with incident jurisdiction, or when incidents cross political jurisdictions. Agencies work together through designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies, appoint a single operations section chief, and approve a single IAP. The IC responsibility is shared within the UC, with the function most important at the time taking the lead role. The lead responsibility may shift as the incident progresses. For example, at a crash involving hazardous materials, the Division of Fire would assume the lead role until the HAZMAT concerns are mitigated. Then, as the incident progresses to the crash investigation phase, the lead role would shift to the Division of Police.

PAGE: 5 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
------------------	--	--------------------

Unity of Command - a chain of command designed to ensure efficiency in meeting a specific objective. Every individual assigned to an incident or event reports to one supervisor. If a responder is assigned to the HAZMAT group, he or she reports to the HAZMAT group supervisor. That supervisor, in turn, reports to a branch director, who reports to the operations section chief. In this manner, there is less confusion about who is in charge of specific functions. The exception to this is when the section chief reports to a unified command.

PROCEDURES:

I. General Guidelines

- A. NIMS is a comprehensive national approach to incident management, applicable at all jurisdictional levels and across functional disciplines; NIMS provides:
 - 1. A consistent nationwide ICS approach for federal, state, and local governments to work effectively and efficiently.
 - 2. For interoperability and compatibility among state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology.
- B. HSPD-5 identifies the following as ICS core concepts:
 - 1. Multiagency coordination systems.
 - 2. Training.
 - 3. Identification and management of resources (including systems for classifying types of resources).
 - 4. Qualification and certification.
 - 5. Collection, tracking, and reporting of incident information and incident resources.
- C. ICS may be utilized for any size or type of critical incident or event as a means to coordinate the efforts of individual members and other responding agencies as they work toward the stabilization of the incident.
- D. The ICS may expand or contract depending on the complexity of the incident and the on scene requirements, as determined by the incident commander.
- E. The Division may utilize the NIMS/ICS in conjunction with other Division policies, plans, procedures, and agreements as outlined in various written directives, including, but not limited to:
 - 1. Critical incident responses.
 - 2. Emergency operations plans.
 - 3. Public demonstrations and civil disorders.
 - 4. Hazardous material incidents.

PAGE: 6 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
------------------	--	--------------------

5. Lost or missing persons.
6. Planned special events.
7. City emergency management plans.
8. Mutual aid agreements.
9. Hostage/Barricade situations.
10. Natural or man-made disasters.
11. Bomb threats/disposals.
12. Weapons of mass destruction incidents.
13. Terrorist acts.

II. Incident Assessment

- A. Upon arrival at the incident, the member shall assess the operational situation immediately and proceed according to applicable policies and procedures.
 1. The initial responsibility for management of assigned resources lies with the member on scene; that member is the initial IC and will be responsible for the following duties until relieved by a superior officer:
 - a. Assessing the situation.
 - b. Establishing the command organization based on the needs of the incident and available assets.
 - c. Establishing immediate priorities.
 - d. Ensuring adequate safety measures are in place.
 - e. Coordinating with key people and officials.
 - f. Authorizing release of information to the media.
 2. The on scene member shall maintain command and control of the incident or event until relieved by a superior officer.
- B. The Chief or their designee shall exercise command and control over all law enforcement resources committed to an incident or event that is City wide or multijurisdictional in nature.
- C. Determining which incidents warrant ICS implementation is a matter of good judgment, although the use of ICS is encouraged on small or everyday recurring events to gain experience; factors to consider for implementation include:
 1. Size. How large a geographical area is or will be affected?

PAGE: 7 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
------------------	--	--------------------

2. Scope. How many resources are likely to be involved? What will be necessary to achieve stabilization and/or containment?
3. Duration. How long can one reasonably expect the event or incident to last with or without ICS intervention?
4. Multiagency involvement. Will outside agencies and emergency responding divisions, such as Fire and EMS, be involved?
5. Special requirements. Will specialized units/teams be deployed, such as SWAT or search and rescue?

III. ICS Activation

- A. The on scene supervisor shall determine whether the incident warrants an ICS response.
- B. The on scene supervisor shall serve as the initial IC; prior to being relieved, they shall have the latitude and authority to assign any person to any assignment or task.

IV. Establishing Command

- A. As soon as practical following ICS activation, the responsibility of the initial IC shall be assumed by a ranking member.
 1. Most often a patrol supervisor shall serve as the initial IC.
 2. Depending upon the nature of the incident, command may be assumed by a higher ranking or more qualified member.
- B. Depending on the size and complexity of the incident or event, various components should be activated with the primary factor being operational need. In addition to establishing a command post and function, the IC shall activate those components necessary for the particular incident.
 1. Sections (operations, planning, logistics, finance/administration, and intelligence, if necessary).
 2. Branches (subdivisions within the operations section formed to manage the broad span of control issues).
 3. Geographical divisions.
 4. Groups (functional subdivisions).
- C. The IC shall specify the components to be activated and with the assistance of the Planning Section Chief (Special Events Coordinator), designate a supervisor in charge of each component. If a section is not activated for the incident, the IC shall be responsible for performing that function.

PAGE: 8 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
------------------	--	--------------------

- D. Sworn members and select support staff shall be activated and assigned by the IC, or designee, as warranted; additional agency personnel, or assistance from other localities, shall be requested by the IC in accordance with the emergency operations plans, mutual aid agreements, or mutual aid as permitted by state law.
 - E. All mass activations of police personnel shall be handled by the Bureau of Communications and Property Control (BCPC) via direct messaging service (i.e., Code Red). The BCPC shall advise officers of the staging location and equipment needed, if necessary.
 - F. All section chiefs shall report directly to the IC.
 - G. All requests for additional staffing or specialized units shall be authorized by the IC.
 - H. The IC shall establish an Incident Command and determine an incident designator to be used by all responders.
 - 1. This designator shall be one or two geographical words, such the street name or specific place name of the incident (i.e., Euclid Avenue Command, 9th Street Bridge Command, etc.).
 - 2. The designator chosen shall clearly distinguish the event and not be easily confused with other locations.
 - 3. The IC will determine the ICP location carefully chosen based on such factors as incident size, need for security, proximity to the incident, and support issues such as communications, shelter from the elements, and related considerations and may be moved at a later time if necessary.
 - I. The IC will inform the Communications Control Section (CCS) of the establishment of command and the ICP's specific location (i.e., the ICP location will be in the service yard at the west end of the Center Street Swing Bridge, etc.).
- V. Documentation Unit
- A. The Documentation Unit is responsible for preparing and maintaining the following:
 - 1. Status reports and intelligence on the current situation.
 - 2. Status of resources assigned to the incident.
 - 3. Situation summaries (situation status reports [SITSTAT], resource status reports [RESTAT]) and projections for future events.
 - 4. Incident and area maps.
 - 5. Accurate and complete incident files.
 - 6. Incident demobilization plan to include specific instructions if needed.
 - 7. Technical specialists to deal with special areas of expertise.

PAGE: 9 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
------------------	--	--------------------

8. Collection of the above items and forwarding to the IC for a future after action report.

B. For events that can be planned, the PSC or designee should assign members to assist in planning the event with other county, public safety, or law enforcement agencies; additionally, plans for events that occur annually (e.g. holiday parades, major sporting events, etc.), shall be maintained, updated, and disseminated prior to the event.

VI. Personnel Accountability

A. The IC, or designee, shall maintain strict personnel accountability and shall be continually updated by the section chiefs in order to keep an ongoing, accurate assessment of the entire operation.

1. If the IC establishes command after units are already actively deployed, the IC should conduct, or have conducted a radio roll call, to determine their positions.

2. In ICS mode, CCS shall maintain and keep the IC apprised of the location of all deployed units.

B. Section Chiefs shall conduct a structured debrief at a level appropriate to the size of the incident. Debrief personnel that have withdrawn from a working area during the incident to gain operational intelligence and safety related information. Record and share significant findings from the incident debrief with the I.C.

C. During major incidents, the IC may appoint a safety officer who shall have the responsibility and authority to enforce the stop of an operation or part of it if safety requirements are not being met. The safety officer will notify the IC immediately if this occurs.

D. Depending on the size and duration of the incident, consideration should be given to relief provisions for operations personnel.

VII. Transfer or Assumption of Command

A. Incident command may be transferred to an officer of higher rank, to a more qualified member, an individual with particular expertise, or to a larger IMT in order to help maintain a manageable span of control.

1. Transfer of command may also be necessary in order to relieve a member who has been in command for an extended period of time.

2. Prior to the transfer of command, the following actions are required.

a. Assess the situation with the current IC.

b. Receive a briefing from the current IC and document the transfer; at a minimum, the incoming commander should be apprised of the current situation, assignment of resources, and tactical and strategic needs.

PAGE: 10 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
-------------------	--	--------------------

- c. Determine an appropriate time for the transfer of command.
 - d. Notify all officers assigned to the incident of the change in incident command via CCS
 - e. Assign the current IC to another position in the incident organization if necessary.
- B. There shall be a transfer of command briefing where all sections are updated and all involved personnel are advised of the new command.

VIII. Demobilization

- A. The planning section shall develop a demobilization plan for large incidents or events.
- B. When the incident has been resolved or stabilized to such a point that command is no longer necessary, the IC shall notify CCS that the incident is being terminated.
- C. CCS shall rebroadcast the message and members will return to their normal supervisory chain of command unless otherwise advised.

IX. After Action Report

- A. The IC shall cause an after action report to be completed within 60 days, which should include, but not be limited to, the following:
 - 1. A brief description and outcome of the incident.
 - 2. A statement of personnel and equipment utilized.
 - 3. Cost analysis to include salaries, equipment, food and incidentals.
 - 4. A copy of incident or event logs and all submitted reports.
 - 5. Any maps, forms, or related documentation.
 - 6. A summary of deaths and/or injuries to members and citizens and an assessment of damage to private and public property.
 - 7. Any information relating to the status of criminal investigations and subsequent prosecutions.
 - 8. A final evaluation and any subsequent conclusions relating to the agency's overall response to the critical incident or event, to include:
 - a. Any problems encountered regarding personnel, equipment, resources or multiagency response.
 - b. Suggestions to revise policy or improve training and equipment.
 - c. Any other consideration that would improve the agency's response to critical incidents or events in the future.

PAGE: 11 of 11	SUBJECT: CROWD MANAGEMENT - INCIDENT COMMAND SYSTEM	NUMBER: 4.07.02
-------------------	--	--------------------

- B. The final evaluation shall be forwarded to the Chief's Office for review and discussed at the next meeting with the Deputy Chiefs for recommended policy revisions or improved training and equipment. The report will also be sent to the Training Review Committee for review.

X. Training and Review

- A. The Training Section shall conduct NIMS/ICS training.
 - 1. The Training Section and Mobile Field Force Commander shall ensure that quarterly training is conducted in the form of tabletop or actual field exercises for Division members and should include multiple agencies once a year.
 - 2. The Training Section or Mobile Field Force Commander shall prepare an after-action report following each training exercise.
 - 3. Awareness-level NIMS courses are required for all sworn members.
 - 4. Advanced NIMS courses are required for supervisors, to coincide with increasing levels of responsibility.
- B. The Training Section shall be responsible for facilitating and documenting NIMS/ICS training as required by the Department of Homeland Security.
- C. With input from command and supervisory personnel with specific incident and emergency management responsibilities, the Planning Section shall conduct an annual review of established NIMS/ICS procedures and perform Divisional updates as required.

THIS ORDER SUPERSEDES ANY PREVIOUSLY ISSUED DIRECTIVE OR POLICY FOR THIS SUBJECT AND WILL REMAIN EFFECTIVE UNTIL RESCINDED OR SUPERSEDED.

DAD/BPC/mjb
CM Review Committee
Policy Unit