


PBP FORM 290  PITTSBURGH BUREAU OF POLICE <i>"...accountability, integrity and respect."</i>		SUBJECT: "EMERGENCY OPERATIONS AND THE INCIDENT COMMAND SYSTEM"		ORDER NUMBER: 42-1
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1.0 POLICY

- 1.1 It is the policy of the Pittsburgh Bureau of Police (PBP) to use the Incident Command System (ICS) whenever deploying officers and resources for large scale incidents where the PBP is the lead agency.
- 1.2 It is also the policy of that PBP that all sworn members shall be familiar with ICS and the role the PBP will play in a multi-agency incident where the PBP may, or may not, be the lead agency.

2.0 PURPOSE

- 2.1 The purpose of this order is to establish procedures and responsibilities related to emergencies, disasters, and other unusual occurrences.
- 2.2 This order will explain ICS and the role the PBP will play within this system.

3.0 INTRODUCTION

- 3.1 Responses to emergency incidents have become increasingly complex in recent years. More and more governmental agencies have been assigned statutory authority to respond to the scenes and perform various roles, e.g., the following bureaus, departments and agencies can reasonably be expected to respond to large/complex emergency incidents:

- 3.1.1 Pittsburgh Bureau of Police (PBP)
- 3.1.2 Emergency medical services (EMS).
- 3.1.3 Pittsburgh Bureau of Fire (PBF)
- 3.1.4 Other Pittsburgh City Departments and Bureaus
- 3.1.5 Pittsburgh Mayor's Office
- 3.1.6 Pennsylvania Department of Transportation
- 3.1.7 Allegheny County Emergency Operations Center
- 3.1.8 Port Authority of Allegheny County
- 3.1.9 Pennsylvania State Police
- 3.1.10 Allegheny County Police
- 3.1.11 Allegheny County Sheriffs
- 3.1.12 Other police agencies (e.g. University police departments)
- 3.1.13 Pennsylvania Emergency Management Agency.

- 3.2 In addition to the above governmental agencies, several private entities also have roles to play at the scene, such as towing companies, private security, and property owners/managers. The number of involved agencies increases significantly when a federal response is required, e.g., at the scene of a commercial airline crash.
- 3.3 Because of the large number of agencies and entities at a scene, it becomes critically important to establish a sound working relationship among all the responding participants. An incident management system helps to achieve this objective.

4.0 KEY REQUIREMENTS OF AN EMERGENCY INCIDENT MANAGEMENT SYSTEM

- 4.1 An effective emergency incident management system should have as its primary attribute the ability to enhance coordination of resources at the scene of an emergency. The system should consist of a broad-based management strategy that permits individual emergency response departments, bureaus, and agencies to retain their autonomy and

standard operating procedures, while at the same time permit the individual departments, bureaus, and agencies to pursue common goals and objectives with other emergency responders. The system should facilitate the maximum degree of communication among responding departments, bureaus, and agencies and ensure resources are used to the best potential.

- 4.2 The most widely used emergency incident management system possessing these attributes is the Incident Command System (ICS).

5.0 INCIDENT COMMAND SYSTEM DEFINED

- 5.1 ICS is an emergency incident management system that was originally developed by the fire services in the 1970s in response to a series of wildland fires in California. Over the years, ICS was refined by the fire services and emergency management organizations into an "all-risk" system that is now used for managing a wide variety of emergencies. Many police agencies throughout the nation have begun to include ICS principles in their incident management strategies.

NOTE: Some emergency response organizations use variations of ICS. However, most of the operating principles of these other systems are nearly identical to ICS, with a common emphasis on effective management of resources. Some of the variations include Incident Management System (IMS), Unified Command System (UCS), and National Interagency Incident Management System (NIIMS).

- 5.2 The Federal Emergency Management Agency defines ICS as:

"An incident management system consisting of procedures for organizing personnel, facilities, equipment, and communications at the scene of an emergency."

- 5.3 The system is based upon traditional business management principles such as planning, directing, organizing, coordinating, communicating, delegating, and evaluating. ICS provides a common organizational structure, or framework, within which participating agencies can work toward accomplishing common goals and objectives. While the system works well in all types of emergency incidents, its primary benefit is found in managing incidents of a multiagency or multi-jurisdictional nature.
- 5.4 The federal government requires an ICS to be used at the scenes of hazmat incidents. This regulation has been promulgated by the Occupational Safety and Health Administration (OSHA) at 29 CFR 1910.120. Non-OSHA states, e.g., Pennsylvania, are required to use an ICS under Environmental Protection Agency rules, specifically Title III of the Superfund Amendments and Reauthorization Act of 1986.

6.0 BUREAU POLICY

- 6.1 The Pittsburgh Bureau of Police (PBP) recognizes ICS as a valid incident management system for use at the scenes of all emergency incidents. Regardless of the size or complexity of an incident, emergency responders must employ good management techniques to ensure an effective response and an efficient, safe use of resources. ICS helps emergency responders, including the police, to accomplish these goals.
- 6.2 While ICS is normally associated with responses to emergency incidents, the PBP further recognizes that ICS can be applied to the full spectrum of police incidents. ICS can be effectively used at the scenes of simple incidents such as a one-car crash or major incidents such as a hostage situation. ICS can also be used as the framework for crime scene investigations and preplanned special events.
- 6.3 Members shall use the incident management strategies outlined in this chapter for all multiagency and multi-jurisdictional responses. In addition, and when applicable, members are encouraged to use these strategies for responses to incidents involving only the PBP.
- 6.4 For police incidents falling within the primary jurisdiction of the PBP, the highest ranking PBP member at the scene may assume the role of Incident Commander. However, to ensure command continuity, the temporary involvement of a higher ranking member at the scene will not automatically require that member to assume the role of Incident Commander. If, in the opinion of the higher ranking member, the situation dictates that they remain at the scene, then the higher ranking member may assume the role of Incident Commander.

- 6.4.1 If multiple units with members of the same rank arrive at the scene, it shall be the responsibility of the first responding officer to assume the role of Incident Commander until relieved by another member of the same or higher rank.
- 6.4.2 When or if the Incident Command function is transferred to another member, the member assuming the role of Incident Commander must notify the radio dispatcher that he/she has assumed control of the incident.
- 6.5 Supervisors shall monitor the status of all incidents and ensure that an appropriate management strategy is employed.
- 6.6 The Director of the Training Academy, shall ensure Basic Incident Command System training is made part of the Recruit Basic Training Curriculum, including ICS 100.b and IS 700.a.

7.0 MAJOR COMPONENTS OF THE INCIDENT COMMAND SYSTEM

- 7.1 **Common Terminology:** Responding departments, bureaus, and agencies can communicate at the scene of an emergency only if they have a common understanding of the terminology used by the various emergency responders. Common names are established and used for personnel, equipment, and facilities operating in and around the incident area.
- 7.2 **Modular Organization:** An incident management system is valuable only if it can adapt to changing conditions at the scene of an incident. A common characteristic of emergency situations is that they seldom remain constant; the situation normally gets worse or better depending upon the actions of the emergency responders. A modular organizational structure will allow the incident response to grow in direct proportion to the complexity of the incident. Conversely, the structure of the response can be scaled back as conditions improve and resources are no longer needed.
- 7.3 **Integrated Communications:** Effective communications at the scene of an incident is essential for proper incident management. Whenever possible, responding departments, bureaus, and agencies should be able to talk directly to each other through common radio linkages. Furthermore, command personnel must be able to personally interact to formulate effective response strategies.
- 7.4 **Command Structure:** ICS recognizes the key ingredient to any emergency response is to have an effective command structure to manage personnel and other resources. The command function may be organized in one of two ways:
- 7.4.1 A ***single command*** involving one person may be used when there is no overlap of jurisdictional boundaries or when a single commander is designated by the agency with overall management responsibility for the incident. This person is normally referred to as the Incident Commander.
- 7.4.2 Under a ***unified command structure***, all involved departments, bureaus, and agencies contribute to the command process by sharing management responsibility. A unified command structure is the preferred method when responding to emergencies of a multi-agency or multi-jurisdictional nature. Even with a unified command structure, however, one person will still be in overall charge of the event.
- 7.5 **Span of Control:** Span of control is defined as the number of subordinates one supervisor can manage effectively. ICS recommends that one person can properly supervise no more than three to seven subordinates, with the optimum number being five. Command officers must anticipate span of control problems and prepare for them as the modular organizational structure of the incident response expands.
- 7.6 **Consolidated Action Plan:**
- 7.6.1 ICS requires every emergency response to have a consolidated action plan. For small incidents, this may be something as simple as the Incident Commander having a cognitive plan. For large scale events, the incident response may require a written plan, even as the event is unfolding.
- 7.6.2 ICS requires all plans to address ***strategic goals*** and ***tactical objectives***. A strategy is the overall plan that will be used to control the incident. Strategic goals are broad in nature. Tactical objectives are the tasks that must be accomplished to achieve strategic goals. Objectives are specific and measurable.

- 7.7 Designated Incident Facilities: ICS recognizes that designated incident facilities can greatly assist the Incident Commander in managing the incident. For instance, the Command Post is designated to serve as the on-scene location from which all incident operations are directed. Similarly, staging areas are established to designate where available resources should report for assignment. Other facilities are established as the need arises.
- 7.8 Comprehensive Resource Management: The Incident Commander is responsible to ensure all resources currently available are used effectively and efficiently. Resource management requires the safety of personnel to be given the highest priority. Incident Commanders must continually evaluate and adjust the deployment of resources at all incidents. If additional resources are needed to manage the incident, the Incident Commander must ensure they are obtained in a timely manner.

8.0 INCIDENT COMMAND SYSTEM FUNCTIONAL AREAS

The organizational structure of ICS requires the establishment of five key functional areas. In a small, single command structure, the Incident Commander will be able to perform all five functions. In a large scale event, however, the Incident Commander will designate section chiefs to manage the responsibilities of the various areas.

- 8.1 Command: Incidents are commanded by an Incident Commander, normally from the agency having primary jurisdiction, who is responsible for the management of all incident operations. As previously discussed, command may be established either through a single or unified command structure. The Incident Commander is responsible for the following activities:

- 8.1.1 Assessing incident priorities.
- 8.1.2 Determining strategic goals and tactical objectives.
- 8.1.3 Developing and implementing the incident action plan.
- 8.1.4 Developing an appropriate organizational structure.
- 8.1.5 Managing resources.
- 8.1.6 Coordinating overall emergency activities.
- 8.1.7 Ensuring scene safety, proper liaison with other agencies, and disseminating information to the news media. In large scale incidents, the safety, liaison, and public information roles will normally be performed by personnel who report directly to the Incident Commander.

NOTE: In some large scale events, Incident Commanders must delegate authority to ensure the above responsibilities are properly addressed. Any functions not specifically delegated by the Incident Commander remain the responsibility of the Incident Commander. Any one or all of the four functional areas depicted in Diagram A may be established as the need arises.

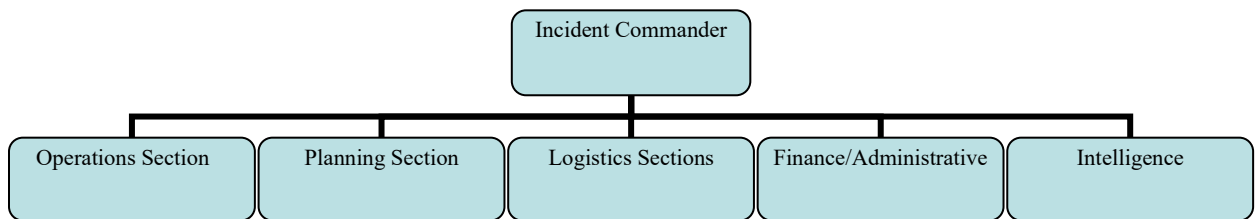


DIAGRAM OF ICS FUNCTIONAL AREAS

- 8.2 Operations Section: The Operations Section is responsible for the management of all tactical operations at an incident. The most common reason for staffing operations is to relieve span-of-control concerns for the Incident Commander. Some incidents may become so complex that the Incident Commander may no longer be able to solely supervise all operational aspects of an incident. An Operations Section Chief will be able to assist the Incident Commander by:

- 8.2.1 Assisting in development strategic goals and tactical objectives for the incident.
- 8.2.2 Developing operational plans.
- 8.2.3 Requesting or releasing resources through the Incident Commander.

- 8.2.4 Consulting with the Incident Commander about the overall incident action plan.
- 8.2.5 Keeping the Incident Commander informed of the progress of the incident and the status of resources.
- 8.2.6 Supervising the Staging Area Manager.

8.3 **Planning Section:** The Planning Section is responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and the status of resources. Planning includes an assessment of the current situation and a projection of future conditions. Members in the Planning Section maintain information about resources committed to the incident and projected resource requirements. The modular nature of ICS also allows the planning function to be expanded in scope to include the following Subdivisions or Units:

8.3.1 *Resource Unit:* The Resource Unit provides answers to the following questions which are important to the Incident Commander: What resources (personnel and equipment) are currently committed to the incident? Where are these resources assigned? Are all personnel accounted for at shift changes? Are additional resources necessary? Where can they be obtained?

8.3.2 *Situation Analysis Unit:* Members in the Situation Analysis Unit analyze the incident as it progresses. They help the Planning Section Chief and the Incident Commander develop a consolidated action plan and determine if the plan is being followed and whether the plan of action is having the desired effect. Members of this Unit will also offer alternatives to the Incident Commander in those situations where the original plan must be modified.

8.3.3 *Documentation Unit:* The Documentation Unit is responsible for recording the incident and protecting all documents relevant to the incident. Examples include Incident Reports, Communication Logs, CLEAN Messages, correspondence, and directives from various sources. In all incidents, thorough documentation is essential to permit proper after-action analysis. In major emergency incidents, a member should be assigned to collect information for the After-Action Report **while the incident is still ongoing**. This will ensure the availability of appropriate documentation for reporting purposes and will also ensure a timely completion of an After-Action Report.

8.3.3.1 One or more scribes will be assigned to assist with the documentation of the incident.

8.3.4 *Demobilization Unit:* The Demobilization, or Phase-out, Unit should begin preparing for the orderly and controlled withdrawal of resources from the scene of the emergency while the incident is still unfolding. This will ensure that resources are properly managed and that the scene is returned to a state of normalcy as soon as possible after the incident has terminated.

8.3.5 *Technical Specialists:* Technical specialists should be included in the planning function whenever expertise is needed beyond the levels maintained by the Incident Commander and their immediate subordinates. Examples include hazmat personnel, engineers, industry representatives, explosives technicians, and radiation experts, fire, EMS, and Public Works.

8.3.6 *Member Assistance:* Member assistance personnel to include the City-contracted psychologist should also be included in the planning function.

8.4 **Logistics Section:** The Logistics Section is responsible for providing facilities, services, and materials to sustain the incident response. The logistical needs of the members assigned to an incident will grow in direct proportion to the size, duration, and complexity of the incident. The Logistics Section Chief may elect to establish functional Units to perform the following roles:

8.4.1 *Communications Unit:* The Communications Unit will perform a vital role by developing and overseeing the operation of the communications infrastructure. Members of this Unit will ensure that proper equipment is available and that it is performing to acceptable standards. They will maintain the operational readiness of all radio, telephone, and CLEAN System communications at the Command Post and other incident facilities.

8.4.2 *Facilities Unit:* The Facilities Unit will ensure the availability of adequate buildings and shelter for incident operations. Included in this category are such matters as Command Post location and operation, feeding and housing areas, sanitary facilities for field operations, and other fixed facilities necessary for the successful management of the incident.

8.4.3 *Procurement and Supply Unit*: This Unit orders the equipment and supplies required for incident operations and maintains ongoing inventory and control of these resources. Examples in this category include clerical supplies such as paper and pens, as well as tactical supplies such as ammunition and tear gas.

8.4.4 *Food Unit*: Incidents that operate for an extended period of time will require the procurement of food for participating personnel. In smaller incidents, this role may be handled within the Procurement and Supply Unit, e.g., when sandwiches are obtained for a 12-hour operation. However, for incidents that may extend for days, the Incident Commander and Logistics Section Chief may elect to contract food services from a local vendor. A Food Unit within the Logistics Section would be responsible for making the necessary arrangements.

8.4.5 *Other Service and Support Units*: Other service and support Units can be added to the Logistics Section as the need arises.

8.5 Finance/Administrative Section: The Finance/Administrative Section is responsible for tracking all incident costs and evaluating the financial considerations of the incident. Financial considerations for a major PBP mobilization can be extensive, especially when the Department tries to seek reimbursement for the operation or when detailed records must be prepared for budgetary or planning purposes. The Section Chief has the responsibility to document all incident costs and to provide guidance to the Incident Commander on financial issues that impact incident operations. As with other functional areas, the Finance/Administrative Section can be subdivided into Units to manage matters such as timekeeping, billing, and cost accounting. Another major role of this Section is to ensure proper reporting of cost data in accordance with Chapter 13.

8.6 Information and Intelligence Section: The Information and Intelligence function provides analysis and sharing of information and intelligence during an incident. Intelligence can include national security or classified information but also can include operational information such as risk assessments, medical intelligence, weather information, structural designs of buildings and toxic contaminant levels. Traditionally, information and intelligence functions are located in the Planning Section. In exceptional situations, however, the IC may need to assign this role to other parts of the ICS organization. Under the NIMS ICS, the intelligence and information function may be assigned in one of the following ways:

8.6.1 Within the Command Staff;

8.6.2 As a unit within the Planning Section;

8.6.3 As a branch within the Operations Section; or

8.6.4 As a separate General Staff Section.

8.7 Expansion: All of the above functional areas may not be needed during an incident response. However, Incident Commanders must be prepared to expand their organizational structure if the need arises. A large-scale mobilization of a Police Zone or Bureau-wide level could easily fill all functional.

9.0 INCIDENT PRIORITIES

A member serving in the capacity of the Incident Commander has numerous duties and responsibilities to perform. These responsibilities will vary depending upon the nature of the incident and the number of available resources. One aspect of the emergency response that will not vary, however, is the recognition of three incident priorities. Regardless of the nature of the incident, the following priorities *WILL ALWAYS* be addressed in an emergency incident response:

9.1 Life Safety: Protection of life is the first priority for any emergency incident. This includes not only the safety of any victims involved in the incident, but also the safety of response personnel and populations surrounding the incident scene. Incident Commanders must place life safety above all other considerations of emergency incident management.

9.2 Incident Stabilization: After life safety considerations are addressed, the Incident Commander must then formulate a strategy to stabilize the incident. Incident stabilization involves the development of a plan to minimize the affect the incident may have on the surrounding area and populations, e.g., with incidents of civil disorder, this priority will involve isolation of the perpetrators and containment of the disorder to prevent it from spreading; a hazmat response team might stabilize an incident by containing the spill at the scene of a crash and preventing runoff into nearby waterways.

9.3 Property Conservation: Property conservation involves achieving strategic goals and meeting tactical objectives at an incident while minimizing property damage and inconvenience to uninvolved citizens. While this priority is clearly

important, it should not weigh as heavily with the Incident Commander as the previous priorities of life safety and incident stabilization. Nevertheless, an emergency incident cannot be considered successfully managed if the Incident Commander does not give this priority proper consideration.

NOTE: In addition to the above priorities, restoration of traffic flow for incidents occurring on or around highways must be considered when normal traffic patterns are disrupted. Major highway incidents often create substantial disruptions to traffic, and it is the Incident Commander's responsibility to restore normal or limited traffic flow around the scene as soon as possible. This may involve establishing a temporary detour pattern, limiting traffic to one lane through the incident scene, or removing disabled vehicles and emergency response vehicles from the roadway as soon as possible.

10.0 INCIDENT COMMAND SYSTEM SUMMARY

- 10.1 When using the Incident Command System (ICS), members must be cognizant that the system is a *management tool*. ICS *does not* replace sound command decision making at the scene of an incident; it *does not* avoid the need for proper training and education; and it *does not* eliminate the need for establishing positive interagency relationships. The system *does* provide a broad management framework under which one agency or many agencies can operate at the scene of an emergency.
- 10.2 ICS makes the best use of available resources. Resources are essential to the management of any emergency incident. Some incidents, such as a minor non-reportable collision, can be managed with no resources other than the member assigned to make a record of the crash. Other incidents, such as a civil disturbance, may require hundreds of personnel resources and dozens of pieces of equipment to successfully resolve the incident. ICS helps the on-scene commanders manage the multitude of resources at their disposal.
- 10.3 ICS does not, in any way, cause an agency to relinquish authority at the scene of an incident. On the contrary, this system recognizes the valid role that all emergency response departments, bureaus, and agencies play at the scene of an incident. ICS further establishes a system in which the various responders can perform their individual roles in a unified manner with the other departments, bureaus, and agencies represented at the scene.
- 10.4 ICS can be effective only when all members of an organization practice ICS principles in their day-to-day responses to emergency situations. ICS works best when members apply the principles taught in training to small, frequently occurring events, such as traffic collisions and minor crime scenes. As a result of this constant repetition and familiarity, members are then better able to manage the large-scale events such as prison riots and multiple highway fatalities. ICS operating principles become so well established they soon become an integral part of all incident management.

11.0 DEMOBILIZATION, DEBRIEFING, AND AFTER-ACTION REVIEW PROCEDURES

- 11.1 When the situation has subsided, the Incident Commander will survey the affected area and determine the continued need for police personnel at the scene. All officers will remain at their posts or assignments until specifically relieved by a supervisor.
- 11.2 All officers will be required to report to a pre-designated area for a debriefing. A supervisor from each division or specialized unit (Operations Branch, SWAT, Negotiations Team, etc.) will conduct separate debriefings for the following purposes:
 - 11.2.1 To ensure that all equipment issued is accounted for.
 - 11.2.2 To record time, attendance, and function.
 - 11.2.3 To critique the incident, identify problem areas, and to discuss lesson learned.
 - 11.2.4 To identify special needs and provide officers with access to support services.
- 11.3 As soon as practical, each supervisor who conducted a debriefing will provide the Incident Commander with a detailed written review of incident, performance of personnel under their command, and an analysis of the response and actions taken.

11.4 The Incident Commander, upon receipt of the above written reports, will prepare an after action report which will be submitted to the Chief of Police or designee.

11.5 The Chief or Police, or designee, will conduct a critique of the incident with Command Staff personnel.

12.0 ANNUAL TRAINING

12.1 PBP Command Group members shall conduct an annual incident command training exercise. This exercise may be limited to the PBP, or may include other agencies such as the Pittsburgh Bureau of Fire, Pittsburgh Bureau of EMS, hazmat teams, explosives ordnance detail, and media. When conducted in conjunction with other departments, bureaus, or agencies, the exercise may consist of a table top exercise, drill, emergency operations center simulation, or functional exercise involving actual response scenarios.

12.2 The Chief of staff shall notify the Director of the Training Academy in writing that the annual training has been completed.

12.3 The Director of the Training Academy shall maintain a file of all incident command exercises conducted, and may recommend future training or exercises based on prior training or need.

13.0 UNUSUAL OCCURRENCES

13.1 Unusual occurrences connote situations, generally of an emergency nature, that result from disasters, both natural and man-made. Natural disasters include floods, snowstorms, hurricanes, etc. Civil disturbances include riots, political protests, or labor disputes, or any other events leading to mass arrests. Unusual occurrences also include such incidents as fires, train/trolley accidents, emergency evacuations, hostage/barricaded person situations, and acts of terrorism.

13.2 The department response to unusual occurrences is contained in the Pittsburgh Emergency Operation Plan.

Approved by:



Scott Schubert
A/Chief of Police