Colorado Springs Police Department
General Order

1220 Incident Command System

Section 1200 – Critical Incident Functions

Effective Date: 4/6/2022
Supersedes Date: 5/30/2019

.01 Purpose

The purpose of this directive is to establish and outline processes for utilizing the Incident Command System (ICS) for both small-scale local responses up to and including initiating full system activation.

.02 Cross-Reference

GO 240 Special Events
GO 1026 Emergency Notifications
GO 1200 Tactical Enforcement Unit (TEU)
GO 1203 Canine (K-9) Unit
GO 1206 Bomb Threats and Explosives Incidents
GO 1223 Hazardous Materials Incidents
GO 1690 Public Information Office and News Media
GO 1703 Mutual Aid Agreements
DL-1000-02 Law Enforcement Decision-Making
DL-1026-02 Emergency Relief Plans
DL-1200-01 Barricaded Suspects
DL-1200-02 Hostage Situations
DL-1200-05 Active Violence Response
DL-1200-06 VIP Security

.03 Discussion

When responding to incidents of any size, cooperative efforts, whether local or involving outside agencies, are essential to ensure effectively coordinated responses. Response objectives are established based upon Constitutional principles, department values, and the safety priorities model directives. The safety of victims, the public, and emergency response personnel are the

paramount concern in any situation, which can be best assured by effectively managing an incident to mitigate such circumstances.

Utilizing ICS principles ensures a coordination of effort of established procedures with considerable internal flexibility to meet varying scales of response and needs. The basic features of ICS include common terminology, modular style organization, management by objectives, use of an Incident Action Plan (IAP), chain of command, and manageable span of control.

.04 Policy

The Colorado Springs Police Department (CSPD) follows the principles of Incident Command System (ICS) and the structure and guidelines of the National Incident Management System (NIMS) in addition to state, regional, and city emergency response plans.

CSPD directives and the All-Hazards Plan provides for a strategic response by all department employees and assigns specific responsibilities for local responses and in the event an ICS plan is activated in accordance with city of Colorado Springs plans and the Pikes Peak Regional Office of Emergency Management (PPROEM) Emergency Operations Plans.

When the Mayor of Colorado Springs declares an official emergency and orders that only "essential" personnel report to work, command staff will notify members who have been designated as "essential" and advise non-essential members of alternate work plans.

All CSPD personnel, in any grade or classification, are required to familiarize themselves with this directive and the PPROEM Emergency Operations Plan.

Department officers and supervisors are mandated to receive on-going training commensurate with their rank.

The attached All Hazards plan will be reviewed annually and updated as needed. The reviewers will include the SED Commander, Protective Security Section Lieutenant, the Preparedness Officer along with other department members as appropriate.

.05 Definitions

All-Hazards Plan: CSPD All Hazards Plan contains department responsibilities, organizations and functions, operating procedures, common strategy and decision-making guidelines for response to various types of natural, technological, and manmade emergencies, disasters or terrorist attacks at or above a Type III incident.

Delegation of Authority: The process of granting authority to an individual or agency to carry out specific supervisory functions during an incident. For instance, when a jurisdiction has experienced an event or incident that is beyond their existing capabilities.

Incident: An occurrence, either caused by human or natural phenomena, that requires response actions to prevent or minimize loss of life or damage to property and/or the environment. This can include a planned or known event.

Incident Action Plan (IAP): An IAP is a formal Operations Plan (Ops Plan) consisting of a series of standard FEMA ICS forms and supporting documents that convey the purpose, objectives, and assignments for the designated operational period, generally 12 to 24 hours (see attachments).

Incident Commander (IC): The first on-scene officer, or other emergency response personnel, responsible designated for the management of all incident operations at the incident site, until a higher rank assumes command. The establishment of IC does not require the full activation of the ICS. The IC assumes the "command" title with the documented call sign of "PDIC-xx", with subsequent assignments dependent upon the number of Incident Commanders.

Incident Command Post (ICP): The establishment of a command location that will manage the incident when multiple officers and/or agencies are present. The establishment of an ICP does not require the full ICS activation.

Incident Command System (ICS): A standardized hierarchical structure that allows multiple agencies, both within and outside of the government to organize and coordinate the response. ICS ensures that the most pressing needs are met, and that precious resources are used without duplication or waste.

Incident Management Team (IMT): A state or federal team, that responds under a delegation of authority by the city, to provide on-scene incident management support during incidents or events that exceed a jurisdiction or agency's capability or capacity.

Incident Type: A NIMS/ICS scale that categorizes incident types are based on size, magnitude, and overall complexity.

Initial Operational Period: For purposes of this policy, the Initial Operational Period will be defined as no longer than the first 12-hours of an incident. However, the IC can designate a shorter period of time as operational needs may dictate.

Large Scale Incident: Involve a response that may consist of multiple resources, outside agencies, and/or have the capability of lasting several operational periods that require a coordinated response.

National Incident Management System (NIMS): A comprehensive national system developed by FEMA, to domestic incident management, applicable to all jurisdictional levels and across all functional disciplines. NIMS represents a core set of doctrine, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels. To provide the framework for interoperability and compatibility, NIMS is based on a balance between flexibility and standardization.

Pikes Peak Regional Office of Emergency Management (PPROEM): A regional organization made up of personnel from the city of Colorado Springs and El Paso County that is responsible for providing mitigation, preparedness, response, recovery, and coordination for large-scale emergencies and disasters, both natural and human-caused, to residents of El Paso County and Colorado Springs for the purpose of saving lives and preventing property damage.

Span of Control: NIMS terminology that pertains to the number of individuals or resources that one supervisor can effectively manage during an incident. NIMS recommended ICS span of control for any single supervisor is between 3 and 7 subordinates.

Transfer of Command: The responsibility for an incident is moved from one IC to another. All personnel assigned to the incident will be made aware when the command is transferred.

Unified Command: NIMS terminology describing a structure that combines the IC of all the major organizations involved in the incident to coordinate an effective response through consensus decision making. The IC will work together to develop a common set of incident objectives and strategies, share information, maximize the use of available resources, and enhance the efficiency of the individual response organizations.

Unity of Command: A management concept where assigned personnel report to only one supervisor and receive assignments from that designated supervisor, who may or may not be the original agency supervisor.

.10   Disaster & Emergency Management Systems

The Federal Emergency Management Agency (FEMA), which is a division of U.S. Department of Homeland Security, established NIMS as well as ICS. NIMS is used as the standard for emergency management by all public agencies for both planned and emergency events, whereas ICS are on-scene management standards utilized during a particular incident.

The Colorado Division of Homeland Security & Emergency Management develops the State Emergency Operations Plan per C.R.S. § 24-33.5-705 which also complies with NIMS. In accordance with C.R.S.§ 24-33.5-707, an interjurisdictional emergency management agency has been established to maintain an emergency management agency responsible for the local

coordination of disaster preparedness, prevention, mitigation, response, and recovery between the city of Colorado Springs and El Paso County known as PPROEM.

The PPROEM consortium allows for the activation of emergency responses, to authorize aid, assistance or recovery, declare a local emergency or disaster, as well as request assistance from state and federal emergency response entities if an incident grows beyond local capabilities.

Despite the potential variety of agency involvement, the NIMS and ICS structure, purpose, principles, and management were designed to remain a universal constant to ensure effective and efficient communication for all involved responders.

.15 Incident Typing

Utilizing a numbering system, NIMS/ICS establishes a scale to categorize the size, magnitude, and overall complexity of an incident. On a scale of 1 through 5, with 1 being the most complex, the Office of Emergency Management will utilize these levels when assessing ECC activation, staffing needs, and ECC goals and objectives.

Type I - the most complex incidents:
- Requiring national resources to manage
- Spanning multiple operational periods
- Operations personnel may exceed 500+ per operational period
- Incident will be declared and emergency or disaster
- ICS is implemented, branches are established, all command/general staff positions are activated
- ECC is activated and fully staffed
- IAP for each operational period required
- State EOC activated
- Typically led by a Type I IMT.

Type II - a complex incident that:
- Requires multiple agencies to assist and/or state and federal response
- Spans multiple operational periods
- Usually involves 200-500 personnel
- Incident may be declared and emergency or disaster
- Full ICS structure is implemented
- ECC is activated and staffed
- Most/all command, general, functional staff positions filled
- Typically require the assistance of a Type II IMT

Type III – require:
- multiple resources/agencies are needed
- often require the assistance from outside agencies and/or require multiple operational periods to resolve
- An IC is warranted
- Some components of an ICS structure are probable
- ICS positions will match complexity of the incident
- Notification of the on-duty member of PPROEM is advisable
- WebEOC should be activated as a management tool

Type IV – require:
- Several resources needed to mitigate incident
- Usually contained within one operational period
- An IC is warranted
- IAP not required but operational plans/briefings will be completed
- ICS structure activated only if needed, ECC may be activated

Type V – an incident that can be effectively handled:
- With one or two local resources
- ICS activation is not warranted, ECC is not generally activated
- Within the first operational period
- IAP is not required
- IC may be established

Figure 1. NIMS/ICS Incident type by complexity depicting agencies involved & operational periods.
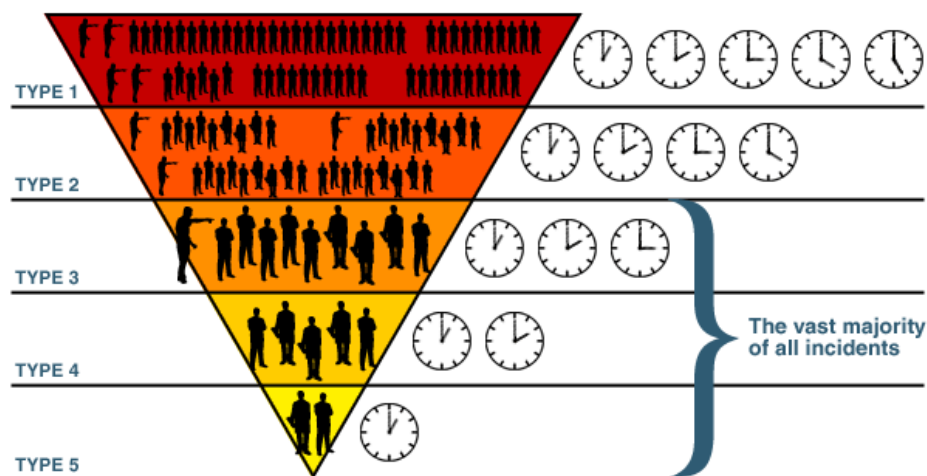
.20 Incident Commander

Upon arrival to the scene of an incident where multiple officers are needed or responding, the first responding officer or supervisor should establish themself as the Incident Commander (IC). The IC role is to provide leadership, management, and coordination among the first responders and other supervisors who are assigned to the incident and the subsequent agency response.

The IC can expand or contract the size of the incident management staff to correspond to the complexity of the event.

This does not preclude another supervisor from making recommendations or providing guidance on an incident, even when they have not assumed IC. Caution should be exercised to ensure a secondary officer or supervisor is not inadvertently undermining the IC. These conversations should, when possible, be held in person or over the phone.

When CSPD establishes IC they will take the call sign of "command" which will be documented in CAD as "PDIC(xx)". This call sign can also be assigned to the primary officer assigned to the call. It is the responsibility of the IC to become acquainted with the facts and ensure appropriate action is being taken.

The IC will consider the following when managing an incident: *(Not all tasks listed will be appropriate for every incident)*
- Advise the communications center of the IC designation
- Conduct a situational assessment of the incident
- Regularly advise communications of the current status of the incident
- Establish a temporary command center and advise the communications center of its location to include ingress and egress routes for responding personnel
- Ensure emergency notifications are made per policy
- Ensure logistical support and medical services are available at or near the ICP
- Secure the area and request additional units as necessary
- Determine objectives
- Select the appropriate strategy or strategies to achieve objectives
- Initiate IAP, if required
- Perform tactical direction
- Assign staff and other ICS elements as needed
- Assess resource needs and determine the availability of resources
- Verify the public information officer (PIO) is called to the scene to coordinate news media activities, as needed
- Authorize release of information to news media
- Ensure incident status summary is completed
- Conduct strategy meetings as needed

- Approve demobilization
- Manage resources and release excess manpower as soon as possible
- Arrange for an incident debrief
- Complete all required documentation and forward to command staff

The number of personnel used to manage the incident will be determined by the complexity of the incident, the objectives, and maintaining a proper span of control. When determining span of control, the IC will consider the type of incident, nature of the task(s), hazards and safety factors, and distance between personnel and resources.

Transfer of Command

An IC may transfer command of the incident to another officer or supervisor when that officer agrees to take it or is directed to take IC by an order from a superior officer.

The outgoing IC will, without delay, brief the incoming IC of circumstances of the incident and prior actions taken. The new IC will notify all personnel of the change in command, including the communications center, over the police radio. The dispatcher will note this change on the call record. The new IC will assume the command/PDIC(xx) call sign.

.30 Documentation

Personnel are only required to complete CSPD generated documents for lower complexity events when IC is established yet a formal ICS and/or ECC are not activated.

Every incident should have an action plan; however, not all incidents require written plans. The necessity for written plans depends on incident complexity, command decisions, and legal requirements.

CSPD personnel will comply with direction provided by the IC pertaining to responding to the incident regardless of whether or not a formal IAP is developed unless otherwise approved by the IC until ordered to demobilize.

Formal IAPs are not typically developed for the initial operational period of unanticipated incidents. However, if an incident is likely to extend beyond one operational period, becomes more complex, or involves multiple jurisdictions and/or agencies, preparing a written IAP becomes increasingly important to maintain the unity of command for effective, efficient, and safe operations.

Refer to the All-Hazards Plan for IAP requirements.

.40 Communications

An incident may grow beyond the capability of operating on a single talk group. Communications will notify the IC when movement to another talk-group/channel is necessary. The IC will coordinate with the communications supervisor to ensure resources are available to create additional talk groups or merge multiple agencies into a single talk group.

The use of plain English is mandatory when communicating between personnel and with the communications center. When multiple agencies are involved, responders must adhere to plain English, clear text, and ICS terminology required by NIMS. Officers will maintain use of their complete call sign: 5A21, 3A23, etc. unless assigned a new call sign reflected in the ICS structure, (e.g., "TCP-1", "Task-Force Alpha," etc.). It is the responsibility of the IC to ensure plain English is utilized.

If the incident reaches a level of complexity requiring a written IAP (Type III-I), the IC will coordinate with the communications center supervisor to ensure the ICS communications plan is included.

.50 Utilizing ICS Elements

During type V and IV incidents, the response will typically be isolated to local and internal resources that can include:

- PIO
- Duty Lt
- Internal operational assets
- Other departments (e.g., utilities, FD)
- Local outside agencies (e.g., EPSO, CSP, local military)

When the scale of the incident expands, the IC may, as needed, fill the ICS Sections (Operations, Planning, Finance and Logistics) to establish a greater span of control and delegate assignments. Any section not filled, will remain the responsibility of the IC.

Figure 2: Example of a Single IC Use of the ICS Organization
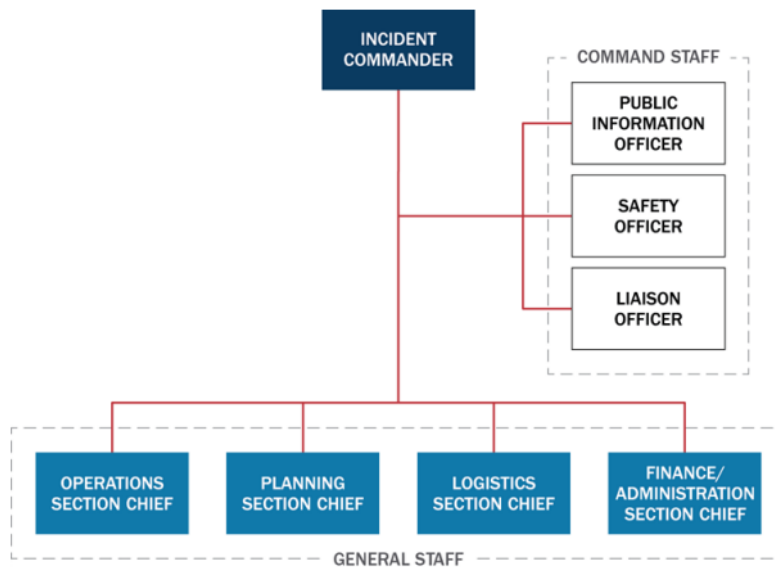
While activation of a full ICS response should be reserved for large-scale Type I, II, or III events, the filling of ICS Organization structure may be warranted prior to a formal incident type determination.

Incident Action Plan (IAP)

If an IAP is utilized, the IC will be responsible for ensuring it is completed in accordance with ICS requirements.

Guidelines to determine when an IAP should be completed:
- Incidents that extend beyond one operational period, regardless of size
- Large scale special events should develop an IAP, especially when multiple agencies are involved.
- If an incident expands into a Type III or larger incident, the assigned Planning Section Chief will be responsible for developing the IAP. The IC will be the final approving authority of the IAP.

The CSPD Preparedness Officer is the department's PPROEM liaison and SME on ICS. The IC may contact the Preparedness Officer for any assistance. All completed IAPs will be sent to and maintained by the CSPD Preparedness Officer.

In large-scale incidents or those that involve many agencies within an operational period, it is recommended the ICS structure be activated to ensure the safety of responders and others, manage the incident through the achievement of objectives, and provide for the efficient use of resources.

Refer to the All-Hazards Plan for full ICS activation and implementation.

.60 Demobilization

Demobilization involves the release and return of resources that are no longer necessary for the support of the incident/event. This may occur at any time during or after the incident resolution.

Any responder that is relieved from their position must report to the IC or designee for reassignment or demobilization. This can range in duties from the IC clearing the incident with the communications center to responding to various staging areas to check out for demobilization or release.

No personnel or equipment will be released without specific instructions or reassignment as determined by the IC. Every officer that responded to the incident will be required to document their actions in any related case reports or ICS forms as directed by the IC.

.70 Training

The following FEMA - ICS courses are required for CSPD officers:
- All Officers: *(via CSPD Training Academy per POST requirements)*
  - ICS 100 - Introduction to Incident Command System
  - ICS 700 - Introduction to the National Incident Management System
- Sergeants:
  - ICS 200 - Basic Incident Command System for Initial Response
- Lieutenants:
  - ICS 300 - Intermediate Incident Command System
  - ICS 800 - National Response Framework, and WebEOC.
- Commanders and above:
  - ICS 400 - Advanced ICS Command and General Staff-Complex Incidents.

It is recommended the subsequent level of ICS training be completed prior to promotion if applicable. If sworn personnel are unable to complete prior to promotion, the respective certifications will be completed within one year of promotion, as training is offered.

Despite the minimum requirements for CSPD officers, it is highly encouraged to complete higher levels of ICS training for self-improvement and additional awareness of ICS. Online training courses are available at https://training.fema.gov/is/crslist. The CSPD Preparedness Officer at PPROEM will assist personnel in obtaining the required training however, it is incumbent upon each sworn officer to ensure they have met the minimum training requirements.

WebEOC Training

Lieutenants and above are provided WebEOC training and access. It is the officers' responsibility to remain proficient with the use of WebEOC by completing the regular virtual training exercises and attending annual PPROEM workshops.

.80 After Action Reports & Annual Review

Situations that are of significance or large enough in scale to necessitate the activation of the ICS system can present opportunities for organizational improvement after the resolution of the incident and upon review. Reviewing of these significant incidents assists in refining agency emergency response practices and related policy relevant to emergency response and management. Additionally, it allows for increasing any departmental training that is determined necessary for such improvements.

After Action Reports

Bureau, division, and section supervisors will prepare an after-action report and submit it thru the chain of command, in accordance with GO 240 Special Events, within seven (7) business days of the return to normal operations, unless exigent circumstances exist.

The after-action report will contain a list of all events that occurred in chronological order to include:
- The date and time the event occurred
- A brief description of the event
- The actions taken by involved units
- The outcomes, such as number of persons arrested
- The report must include:
  - Problem areas or situations encountered
  - Highlights of significant events and unsatisfactory conditions
  - Any recommendations for improvement; and
  - Any/all negative reports or complaints received during the assembly

Annual Review

On an annual basis, the SED Commander or designee will convene a review panel, at their discretion, to conduct an annual review of incidents where the ICS structure is activated. This review should include, but not be limited to:
- Public notifications for awareness and safety
- Notification of additional public safety departments and other resources
- Response to threats when lives are in imminent danger

- Public sheltering and containment of the incident
- Evacuation

The review and recommendations will be documented on the Annual Review Template and submitted to the of the Operations Support Bureau Deputy Chief. The SED Commander or their designee is responsible for implementing approved recommendations. The SED Commander or their designee will then complete the *Active Threat Follow-up* template required by CALEA.

All completed IAPs will be sent to and maintained by the CSPD Preparedness Officer.

Attachments

CSPD All-Hazards Plan
PPROEM Evacuation Plan
PPROEM Emergency Operations Plan
ICS Forms
Annual Review of Active Threat Policy, Training Needs, and Follow UP