



TRAINING BULLETIN

Los Angeles Police Department

Michel R. Moore, Chief of Police

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COMMAND AND CONTROL

Part of our mission as the Los Angeles Police Department is to safeguard the lives and property of the people we serve. When called to various incidents to accomplish this mission, we must always be guided by our overarching value of reverence for human life. Command and Control must be established as quickly as possible to contain, de-escalate, and minimize the negative impact of an incident. The purpose of this Training Bulletin is to provide a better understanding of, and accountability for, Command and Control, and how it is used to manage incidents.

DEFINITION

Command and Control is the use of active leadership to direct others while using available resources to coordinate a response, accomplish tasks and minimize risk. *Command* uses active leadership to establish order, provide stability and structure, set objectives and create conditions under which the function of control can be achieved with minimal risk. *Control* implements the plan of action while continuously assessing the situation, making necessary adjustments, managing resources, managing the scope of the incident (containment), and evaluating whether existing Department protocols apply to the incident.

There are four key components to Command and Control:

- **Active Leadership** – Using clear, concise, and unambiguous communication to develop and implement a plan, direct personnel, and manage resources.
- **Using Available Resources** – Identifying and managing those resources that are needed to plan and implement the desired course of action.
- **Accomplishing Tasks** – Breaking down a plan of action into smaller objectives and using personnel and resources to meet those objectives.
- **Minimize Risk** – Taking appropriate actions to mitigate risk exposure to those impacted by the incident, including the community and first responders.

EXPECTATIONS

Initial Responsibility

The senior officer, or any officer on-scene who has gained sufficient situational awareness, shall establish Command and Control and begin the process to develop a plan of action. Although awareness can begin while responding to an incident (e.g. radio calls and broadcasts), situational awareness best occurs after arrival on scene where observations and conditions are witnessed firsthand. Generally, the person responsible for establishing Command and Control will declare themselves the Incident Commander (IC) and initiate the Incident Command System (ICS).

One of the primary responsibilities for the officer initiating Command and Control is the direction and guidance of subordinate personnel, which includes but is not limited to:

- Ensuring reasonable numbers of Designated Cover Officers (DCO) for both lethal and less-lethal cover.

Note: Reverence for human life is the primary consideration in developing tactics and strategies to resolve critical incidents. Regarding lethal force, an essential goal of Command and Control is to manage the number of officers who are assigned lethal cover responsibilities. In the event of an officer-involved shooting, the reasonable management of lethal cover will help lessen both the number of officers who discharge their firearms and the number of rounds fired. Consequently, danger to the community may also be reduced by minimizing the number of rounds fired. Although guided by the person who has assumed Command and Control, each individual officer is ultimately responsible for articulating the reasonableness of their decision to draw, exhibit, or discharge their firearm.

- Reducing over-response or over-deployment to specific duties and responsibilities.
- Maintaining officer safety through personnel location and assignment.

Individual Officer Responsibility

All officers on scene, at some level, are responsible for Command and Control. In addition to their initial assessment, individual officers must identify the IC - or whomever is responsible for Command and Control at that time. While taking appropriate action based on their assessments, officers must be ready for, and receptive to, direction and orders from the IC. Every officer plays a crucial role in the management and handling of critical incidents and must understand their role within the Command and Control scheme. Officers should be ready to deploy or re-deploy as necessary.

For example, officers arrive on scene where a single subject is threatening suicide with a handgun. Two officers are already at scene with lethal cover on the subject. The arriving officers must decide (unless given other direction) if the situation requires additional officers to provide lethal cover, or, if fulfilling an ancillary role (less-lethal options, traffic control, perimeter responsibilities, etc.) would better serve the overall goals of Command and Control and de-escalation. *In this example*, the arriving officers decide they do not need to deploy additional lethal cover, but instead, assume ancillary roles.

Fulfilling ancillary roles as opposed to automatically deploying as lethal cover serves to:

- Reduce simultaneous commands to subjects or suspects,
- Reduce the possibility of excessive amounts of lethal force being deployed,
- Potentially reduce danger to the community,
- Minimize the potential for contagious fire,
- Ensure deployment of less-lethal options, and
- Reduce over-response or over-deployment to specific duties and responsibilities.

Note: Over-response includes response to an incident where a “Code Four” has been previously broadcast. Officers should avoid responding to incidents where a “Code Four” has already been broadcast.

Individual officers are responsible for assessing their role continuously during a critical incident. Because incidents can be fluid and change rapidly, officers must consistently assess their role and adapt when appropriate.

PRELIMINARY CONSIDERATIONS

Preservation of Life

Concurrent with the goal of containment, officers must assess any immediate danger to the community and to initial responders. Following the assessment, the IC must direct available personnel and coordinate appropriate measures to mitigate the threat.

Immediate threats may include:

- Outstanding and possibly armed suspect/s
- Active shooter/s
- Environmental hazards (fires, flooding, downed power lines, etc.)
- Those in need of immediate medical care
- Multiple victims – establish triage and request medical response
- Establish force protection for fire personnel, if necessary

After appropriate measures have been taken to mitigate risks and preserve human life, the officer who established Command and Control should continue to develop a plan. The plan should include the assignment of tasks to available personnel and the organized use of available resources.

Making Decisions

Decision-making is a principal component of leadership and Command and Control. Every Los Angeles Police Officer, regardless of rank or position, is a leader. Leadership requires an ability to make rapid, logical, and reasoned recommendations and decisions, based on consideration of the potential risks and benefits involved in various courses of action. Often, decisions are made during high-stress situations. Consequently, one must react appropriately and immediately to rapidly developing situations by instantaneously calling upon experience, training, and knowledge to formulate and then implement strategies. Officers are expected to exercise leadership, make timely decisions, and accept responsibility for their decisions regardless of outcome.

ESTABLISHING COMMAND AND CONTROL

Implementing Command and Control involves utilizing *active leadership* to use available resources, accomplish tasks, and minimize risk. Major events or incidents that require Command and Control include both natural disasters and tactical situations. Existing Department concepts can be used as tools to aid in establishing Command and Control, based on the type and complexity of the incident. Examples include the PATROL acronym and the Tactical Four C's:

<i>PATROL</i>	<i>Tactical Four C's</i>
<ul style="list-style-type: none">• <u>P</u>lanning,• <u>A</u>ssessment,• <u>T</u>ime,• <u>R</u>edeployment and/or Containment,• <u>O</u>ther Resources, and• <u>L</u>ines of Communication	<ul style="list-style-type: none">• <u>C</u>ontrol• <u>C</u>ommunicate• <u>C</u>oordinate• <u>C</u>ontain
<i>Use of Force-Tactics Directive No. 16, Tactical De-escalation Techniques</i>	<i>Use of Force-Tactics Directive No. 3.2, Foot Pursuit Concepts</i>

Note: All elements of these tools involve the continuous endeavor to reduce, minimize, or mitigate risk.

INCIDENT COMMAND SYSTEM

The Incident Command System (ICS) is the primary tool used by the Department to implement Command and Control. ICS has the flexibility and adaptability to be applied to the management of almost any incident. It provides a scalable, standardized framework to manage incidents, and can be applied to both small incidents and large multi-agency incidents or events. ICS allows the IC to quickly organize resources, assess information, plan and set operational goals, and assert a clear command structure from which to manage the incident or event. Just as with the key component of *accomplishing tasks*, the IC should strive to, in ICS terms, *manage by objectives*.

ICS incorporates five management functions to help the IC maintain control over and incident: Incident Command, Operations, Planning, Logistics, and Administration/ Finance. These management functions are always used, and can be managed by a single person when the incident is small. As the incident grows and the IC recognizes that they will soon be overwhelmed by a particular function, they will appoint a person to manage that function. That appointment allows the IC to maintain control of the incident and all assigned resources. This is known as managing the *Span of Control*.

Note: There is no specific rank requirement to assume the role of an IC, establish a command post, or initiate the ICS. Initially, the senior officer or highest-ranking person at scene will take responsibility and act as the IC. Officers, supervisors and command staff should think in terms of Command and Control when responding to an incident or event.

SUPERVISOR'S RESPONSIBILITY

Responsibility for Command and Control lies with the senior officer or any officer on scene who has gained sufficient situational awareness. Supervisors shall take responsibility for exercising Command and Control. Supervisors shall also declare themselves the IC until relieved by a higher authority. It is the expectation of this Department that the highest-ranking supervisor at scene assume the role of IC and communicate the transfer of command to all personnel involved.

Note: Although it is preferable for a supervisor to establish Command and Control, any officer or first responder can fill that role given sufficient situational awareness and the ability to *actively lead* personnel through the four key components of Command and Control.

COMMANDING OFFICER'S RESPONSIBILITY

Any Commanding Officer who has the responsibility to evaluate tactical incidents, adjudicate Uses of Force, or review after-action reports should compare the concepts of Command and Control with the actions taken during the relevant incident. Commanding Officers should identify who was responsible for establishing Command and Control during the incident and evaluate if the actions taken were congruent with the four key components of Command and Control and the concepts in this Training Bulletin.

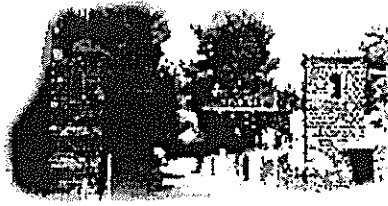
CONCLUSION

Command and Control is a process where designated personnel use active leadership to command others while using available resources to accomplish tasks and minimize risk. Active leadership provides clear, concise, and unambiguous communication to develop and implement a plan, direct personnel and manage resources. The senior

officer or any person on scene who has gained sufficient situational awareness shall initiate Command and Control and develop a plan of action. Command and Control will provide direction, help manage resources, and make it possible to achieve the desired outcome. Early considerations of PATROL will assist with the Command and Control process.

Field Training Services Unit
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LOS ANGELES POLICE DEPARTMENT USE OF FORCE-TACTICS DIRECTIVE

Directive No. 16

September 2016

TACTICAL DE-ESCALATION TECHNIQUES

PURPOSE

The Los Angeles Police Department (LAPD) is guided by the principle of Reverence for Human Life in all investigative, enforcement, and other contacts between officers and members of the public. When officers are called upon to detain or arrest a suspect who is uncooperative, actively resisting, may attempt to flee, poses a danger to others, or poses a danger to him or herself, they should consider tactics and techniques that may persuade the suspect to voluntarily comply or may mitigate the need to use a higher level of force to resolve the situation safely.

The purpose of this Directive is to define tactical de-escalation techniques and does not address all techniques that may be used to reduce the intensity of an incident.

Tactical De-Escalation defined:

Tactical de-escalation involves the use of techniques to reduce the intensity of an encounter with a suspect and enable an officer to have additional options to gain voluntary compliance or mitigate the need to use a higher level of force while maintaining control of the situation.

Note: Tactical de-escalation does not require that an officer compromise his or her safety or increase the risk of physical harm to the public. De-escalation techniques should only be used when it is safe and prudent to do so.

PROTOCOL

While enforcing the law and protecting the public, officers are often forced to make split-second decisions in circumstances that are tense, uncertain, rapidly changing, and dangerous. In rapidly developing circumstances, especially when a suspect poses an imminent threat of death or serious bodily injury, officers may not have sufficient time or reasonable options available to resolve the situation without the need to use objectively reasonable force. In other circumstances, however, de-escalation techniques may enable officers to gain additional time and tactical options to potentially reduce the necessity of using force to take a suspect into custody, prevent escape or address a threat while also maintaining control of the situation.

TACTICAL DE-ESCALATION TECHNIQUES

Planning. Officers should attempt to arrive at scene with a coordinated approach based upon initial information and any pre-existing knowledge of the suspect(s) or the involved parties. The dynamic nature of most incidents will require tactical plans to be flexible, and officers need to adapt their plan(s) as additional information or factors become known to the officer(s).

Tactical De-Escalation Techniques

- Planning
- Assessment
- Time
- Redeployment and/or Containment
- Other Resources
- Lines of Communication

Assessment. Officers should continually assess the situation as circumstances change and new information is received. If a suspect is failing to comply with orders, officers should attempt to determine whether a suspect's lack of compliance is a deliberate attempt to resist or escape, or an inability to comprehend the situation due to environmental, physical, cognitive, or other conditions. If the suspect is unable to comprehend the situation, other tactical options may be more effective in resolving the situation safely.

Time. *Distance+Cover=Time.* Time is an essential element of de-escalation as it allows officers the opportunity to communicate with the suspect, refine tactical plans, and, if necessary, call for additional resources. If a suspect is contained and does not pose an imminent threat to officers, the public, or himself/herself, time can provide an opportunity for the suspect to reconsider his/her actions and decisions.

Redeployment and/or Containment. Redeployment and/or containment can afford officers the added benefit of time and distance while continuing to maintain control of the situation. The addition of time and distance may give officers an opportunity to re-assess, communicate, request additional resources, or deploy other tactics to reduce the likelihood of injury to both the public and officers while also mitigating any potential ongoing threats. Redeployment, however, should not enable a subject to gain a tactical advantage, arm himself/herself, or flee and pose a greater danger to the public or officers.

Other Resources. In the case of a tense or potentially dangerous encounter, requesting additional resources can provide officers with specialized expertise, personnel and tools to help control and contain an incident.

Lines of Communication. Maintaining open lines of communication between officers and communicating effectively with a suspect are critically important when managing a tense or potentially dangerous encounter. Communication between officers can improve decision-making under tense circumstances and increase the effectiveness of coordinated actions. In addition, when a suspect observes that officers are prepared,

well organized, professional, and working as a team, he or she may be deterred from attempting to flee, fight, or actively resist.

Because every situation is fluid and unique, ongoing communication and coordination between officers is critically important to respond effectively in a tense and uncertain encounter. Communicating with a suspect may slow down the incident, creating time to plan. All or some of the following tactics may be used in the same incident as time or circumstances allow:


- Verbal warnings
- Persuasion
- Defusing
- Empathy
- Redirecting
- Advisements
- Building rapport
- Asking open ended questions
- Giving clear and direct orders

CONCLUSION

The overall objective of any tactical encounter is to gain control and safely resolve the situation. Tactical situations vary and there is no single solution to resolving every incident. In addition, some situations require an immediate response and de-escalation techniques are neither viable nor effective options. Nevertheless, employing tactical de-escalation techniques under the appropriate circumstances can improve officer safety, mitigate threats, reduce injuries, build public trust, and preserve life.

Important Reminder

Deviation from these basic concepts sometimes occurs due to the fluid and rapidly evolving nature of law enforcement encounters and the environment in which they occur. Deviations may range from minor, typically procedural or technical, to substantial deviations from Department tactical training. Any deviations are to be explained by the involved officer(s), and justification for substantial deviation from Department tactical training shall be articulated and must meet the objectively reasonable standard of the Department's Use of Force policy.



CHARLIE BECK
Chief of Police

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