

Crowd Management

BLET: 28R

TITLE: CROWD MANAGEMENT

Lesson Purpose: To familiarize the student with the psychological aspects of crowds and present procedures used by law enforcement officers to control crowds, demonstrations, and civil disorders.

Training Objectives: At the end of this block of instruction, the student will be able to achieve the following objectives by information received during the instructional period:

1. Name the three (3) different categories of crowds and give an example of each.
 - a) Physical crowd
 - b) Psychological crowd
 - c) Mob
2. Identify the tactics used to counter the social and psychological influences of crowd behavior.
3. State the duties of a law enforcement officer when patrolling a non-violent/passive protest and a potentially violent/hostile demonstration.
4. Demonstrate proper crowd control formations, using the riot baton to control/restrain crowd movement.
5. Identify the various uses for chemical munitions, specialty impact munitions, and distraction devices.

Hours: Twelve (12)

Instructional Method: Lecture, Demonstration, Practical Exercise

Testing Requirement(s): End of block test, Practical Exercise

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I. Introduction

A. Opening Statement

Imagine these calls: “Unit #2, respond to Fourth and Main St. Report of a group of 10-15 people fighting outside the Barrel Lounge,” or “Respond to a loud party call involving approximately 40 to 50 teens reportedly drinking underage.”

Crowd management is necessary any time officers deal with three or more individuals in a group. Group behavior is an active part of any crowd, and the failure to understand this can lead to a crowd confrontation and jeopardize your safety and that of the community. The First Amendment of the United States Constitution and our state constitution guarantees freedom of speech and the right to lawful assembly. It does not, however, protect against unlawful, violent, or destructive behavior.

Unfortunately, our history is marked with incidents where these rights have been abused, resulting in mobs and riots that left death and destruction in their wake. The actions or inactions of officers can turn a crowd into a hostile mob. Do not underestimate the potential of a riot occurring in your jurisdiction. It may not be of the magnitude of those in large cities, but they can and do occur.

The growing phenomenon of riots occurring at sporting events should be a concern of every jurisdiction that has them—yes, even at your local hometown high school. Preparation for crowd management must begin before the event. There may be times, however, when you have little or no time to prepare, so we must start our planning and preparation now.

B. Training Objectives

1. Name the three (3) different categories of crowds and give an example of each.
 - a) Physical crowd
 - b) Psychological crowd
 - c) Mob

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2. Identify the tactics used to counter the social and psychological influences of crowd behavior.
3. State the duties of a law enforcement officer when patrolling a non-violent/passive protest and a potentially violent/hostile demonstration.
4. Demonstrate proper crowd control formations, using the riot baton to control/restrain crowd movement.
5. Identify the various uses for chemical munitions, specialty impact munitions, and distraction devices.

C. Reasons

In day-to-day activities, the officer will find himself or herself engaged in duties related to crowd control. These tasks may range from controlling a curious group of bystanders at the scene of an accident to the possibility of a hostile crowd bent on riot and destruction. The officer must be equipped with the knowledge to handle correctly and respond to this type of situation.

The actions you take initially can make the problem more manageable or can lead to the loss of control and a destructive riot. The primary goal of any officer is to protect life and property. By implementing the options and tactics in this block of instruction and understanding the dynamics of crowd behavior, you will be able to initiate steps to protect yourself adequately and contain the crowd, if not disperse the crowd before it becomes a major problem.

II. Body

A. Crowds

1. Crowd defined

- a) Civil disobedience occurs in many forms, from small-scale neighborhood disputes to bar fights and overly exuberant sports victory celebrations to planned civil disobedience and violent protest or riots. As law enforcement officers, we generally view our actions as one-on-one with those persons who break the law. We must learn to see our actions on a broader plane, especially when taking action in a group setting.

Actions taken by an individual officer, right or wrong, can be viewed negatively by a group and ultimately lead to civil

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unrest. Officers should not ignore unlawful behavior but should use tact and diplomacy when confronted by a crowd, which will

- (1) Lessen the possibility of a hostile group attack on officers.
 - (2) Give the officer time to consolidate resources to help diffuse, contain or disperse a crowd before a problem develops.
- b) A crowd is best described as several persons temporarily congregated in an area. Crowds form for many different reasons. Individuals assembled in a given area usually have no common bond other than their curiosity about an event. There are also planned crowd activities such as political rallies, sporting events, and parties.
- c) North Carolina law also establishes the legal definition of a crowd when they become or are about to become disorderly.

N.C.G.S. § 14-288.2 (a) **Riot; inciting a riot** defines a riot (crowd) as, "a public disturbance involving an assemblage of three or more persons which by disorderly and violent conduct, or imminent threat of disorderly and violent conduct, results in injury or damage to persons or property or creates a clear and present danger of injury or damage to persons or property.

- (1) Any person who willfully engages in a riot is guilty of a Class 1 misdemeanor.
- (2) Any person who willfully engages in a riot is guilty of a Class H felony if in the course of the riot the person brandishes any dangerous weapon or uses a dangerous substance.
- (3) Any person who willfully engages in a riot is guilty of a Class F felony if in the course of the riot the person causes property damage in excess of two thousand five hundred dollars (\$2,500) or serious bodily injury.
- (4) Any person who willfully engages in a riot is guilty of a Class E felony if in the course of the riot the person causes a death.

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- (5) Any person who willfully incites another to engage in a riot and that inciting results in a riot or is directly and imminently likely to produce a riot is guilty of a Class A1 misdemeanor.
- (6) Any person who willfully incites another to engage in a riot, and that inciting is a contributing cause of a riot in which there is property damage in excess of two thousand five hundred dollars (\$2,500) or serious bodily injury, shall be guilty of a Class E felony.
- (7) Any person who willfully incites another to engage in a riot, and that inciting is a contributing cause of a riot in which there is a death, shall be guilty of a Class D felony.
- (8) Any person whose person or property is injured by reason of a violation of this section may sue for and recover from the violator three times the actual damages sustained, as well as court costs and attorneys' fees.
- (9) Mere presence alone with an overt act is not sufficient to sustain a conviction pursuant to this section.”¹

This does not mean that every crowd is a riot, but one should remember, “Every crowd has the potential to become a riot.” You must look at the actions of the group and their potential to become disorderly or demonstrate violent conduct.

- d) Typically, crowds are orderly, lawful in their actions, and not endangering life or property. This type of crowd situation does not present a major problem for law enforcement officials. Our actions or failure to act or act properly can turn a crowd from peaceful to confrontational or violent.

2. Types of crowds²

Crowds are divided into three major categories: physical, psychological, and mobs. Each of these is then broken down into corresponding sub-categories.

- a) The physical crowd

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The physical crowd can also be called a conventional crowd or casual crowd. They are characterized by the density of contact showing no significant group behavior. The physical crowd has little or no organization, no unity of purpose, its members come and go, and have no common bond. (Example: mall or major festival-type event)

b) The psychological crowd

The psychological crowd is an assemblage of people who have a sustained common interest and respond emotionally to the same stimuli. (Example: ball game, political speech, parade, fire, accident or disturbance)

Categories of psychological crowds:

(1) Sightseer or sightseeing crowd

This crowd is characterized by their common bond (a single purpose for being at a specific place). They are described as curiosity seekers, mostly cooperative, and sometimes anxious to assist. Officers must retain their cooperation while attempting to disperse them. One must determine appropriate action. Some groups may respond to a stern warning or direction, while this same action may set off another group. The best course of action is to start with diplomacy and gain their cooperation. Also, taking away the “show” or focal event will often help this crowd to disperse on its own.

(2) The expressive or agitated crowd

Members of the expressive crowd are involved in some expressive behavior, such as a block party or political rally. This type of crowd is emotionally involved and can quickly become agitated if approached improperly. For the most part, they want to have a good time or express their point of view. If possible, and as long as there is no breach of peace, it is best to let the crowd release their energies by permitting them to express themselves.

Officers must be aware of the emotional climate of this group to find a way to reduce the arousing level and

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successfully disperse the crowd. Otherwise, officers risk the possibility of turning the crowd into an aggressive and destructive mob.

Here a direction to disperse, under the authority of N.C.G.S. § 14-288.5 – “Failure to disperse when commanded” – may be an effective option. The art is knowing when to use this type of stern direction, versus seeking cooperation. In any case, one must be aware of when and how to effectively use the letter of the law versus the spirit of the law and vice-versa.

Expressive or agitated crowds are an unorganized group of people willing to be led into lawlessness but hesitate to act because it lacks

- (a) Organization
- (b) Courage
- (c) Unity

They are noisy, willing to threaten and taunt or harass police; however, they refrain from physical attack.

- c) Mob (hostile/aggressive)

A mob is a crowd whose members, under the stimulus of intense excitement and agitation, lose their sense of reason. They can also lose respect for the sense of order, law, and respect for each other. This type of crowd is a riot under NC law.

Types of mobs:

- (1) Escape mob

A highly emotionally charged crowd driven by fright describes the escape mob. People involved are driven by an overpowering fear, which creates an emotional, unreasonable, and frantic behavior driving the crowd to seek safety. This type of mob is challenging to control because of the group, even though together and acting as one, is interested in individual survival.

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One must try to channel this type of crowd as they move from one area to another. This is necessary to reduce the potential of injury caused by the mob upon other members of the fear-driven mob. Never stand in front of this emotionally driven group, or you may be seriously injured.

(2) The aggressive mob

This is a mob that will attack, riot, and terrorize others. The aim of the mob is the destruction of property and physical attacks on persons. The actions of the crowd or the sight of blood often drive them to a frenzy.

(3) Acquisitive mob

This mob has the desire to acquire something. (Example: The looting of food or merchandise, the taking or attempting to take an officer's prisoner.) A prisoner taken by officers in a bar or loud party call can also be the target of the crowd as they try to regain control of their peers. When making an arrest, officers must take action to remove prisoners or other persons in custody as soon as possible to help defuse the focus of this type of group.

(4) Expressive mob

An expressive mob is a group expressing intense feelings or revelry. It usually follows some special events. This type of crowd can show itself at your local high school football game. This type of mob can be very destructive.³

(5) Flash mobs

“A flash mob is a group of strangers who organize themselves, using electronic media such as cell phones or the Internet, to gather together in a public place, behave in a predetermined manner for a predetermined amount of time, and then quickly disperse.

A successful flash mob event depends on the element of surprise. Participants, called *mobsters* share news about

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the time and place for an upcoming event through postings on blogs, chain e-mail messages, SMS text messages, and social networking sites such as Facebook and Twitter.

Bill Wasik, senior editor of *Harper's Magazine*, orchestrated the first successful flash mob in June 2003 at Macy's department store. A group of 100 people received instructions to gather at one of four staging areas. Further directions led them to the store's rug department, where they told employees they lived together and were shopping for a 'love rug.'

Wasik's subsequent flash mobs included one group applauding for 15 seconds in the lobby and mezzanine of the Hyatt hotel and another group pretending to be tourists from Maryland in a SoHo shoe store. It wasn't until June 2006, when Wasik published an article about his flash mobs in *Harper's*, that their source was publicly known. According to Wasik, he created the flash mob, at least in part, 'as a student that would satirize scenester-y gatherings.'

Since then, flash mobs have been organized by many people, for many purposes, all over the world. Flash mobs have included:

- (a) Zombie walks in various cities around the world
- (b) A protest against a third runway at Heathrow Airport in London
- (c) Mob pillow fights, known as Pillow Fight Club gatherings
- (d) Distribution of clothing to the homeless on Vancouver's Downtown Eastside
- (e) A large group dancing to music broadcasted over the public address system in a London underground station, created for a T-Mobile ad.

According to Howard Rheingold, author of 'The Virtual Community' and 'Smart Mobs: The Next Social Revolution,' flash mobs are not just a passing fad but

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are a demonstration of the ‘ability for groups of people to organize collective action in the face-to-face world, in ways that they were unable to do before the combination of the Internet and mobile telephones made it possible.’”⁴

3. Types of disturbances

There are five general types of disturbances and civil unrest, which may be confronted by law enforcement officers.

a) Mass demonstration

This type of demonstration usually involves hundreds or thousands of people, many of whom may be nonviolent and within their rights to protest, but because of their numbers, they can overwhelm the capabilities of law enforcement agencies. (Example: protest march)

b) Civil disobedience

This involves a group that is usually nonviolent and uses tactics and posture that place them in a position to be arrested by law enforcement agencies. This puts the law enforcement agency in a very awkward position because of the nonviolent approach taken. It is usually a highly visible action and often has extensive media coverage. (Example: operation rescue demonstration, student takeovers on college campuses)

c) Labor disputes

The dynamics of a labor dispute are very complex. To better understand the related law enforcement problems involved in this duty, officers should look at several perspectives: free speech, police power at the scene, picketing, employer and non-striking employees, and access to company property.

- (1) The right of strikers to picket is protected by the courts because it is a valid expression of freedom of speech.
- (2) Exercise of the police powers must be reasonable about the actions which it is designed to combat and must be neither arbitrary nor discriminatory.

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(3) An employer and its employees who do not strike also have the right to be protected. Under North Carolina law, employees do not have to join a union to be employed or continue to work; therefore, they have a right to work without interference from striking employees.

(4) The law is clear that an employer has the legal right of ingress and egress to and from their premises without prior consultation with the picketers; employees, customers, and others are seeking to enter or leave the employer's premises also have the right to do so without interference from the picket lines.

d) Idealistic protest

These usually involve fanatically dedicated participants, young males who are not deterred by the threat of arrest or use of force.

e) Riot

A riot is an uncontrolled and violent disturbance of the public peace by three or more persons joined together for a common purpose. (Example: L.A. riots)

(1) Conventional mob riot

This classic type of riot is the climate of violence, which is caused by the rampage of a spontaneously formed mob.

(2) Race riot

An actual race riot is open warfare between those of different ethnic or religious groups. Rumor plays a vital role in this type of riot-used to influence. Once the stage is set, only a spark (incident) is required to ignite the group into a bloody war. The target is the enemy group. It may even be the police themselves who are the target. Traditional crowd/riot control techniques have limited effectiveness in this setting because law enforcement is usually caught between groups who may be armed. Special tactics, using chemicals munitions,

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special impact munitions, and anti-sniper teams need to deal with this type of situation

(3) Organized/planned riot

A planned riot occurs when a mob is deliberately assembled and incited to riot. They utilize a key instigator with predetermined followers. They are used to enhance the ideas of the instigator and destroy the police department's reputation. As a result, the public loses faith in the police, which hurts police morale and makes them hesitant and unsure of themselves.

(4) Guerrilla riot

Their actions are not those of the mob but rather those of a guerrilla army or terrorist group. Their prime target is the police, and they use ambush techniques to accomplish their goals. Conventional riot control countermeasures are useless in this type of encounter. This is actual urban warfare involving guns, grenades, explosives, etc.

(5) Spontaneous riot

Confrontations just don't happen. Some force or event must occur to set off a group. Officers responding to loud party calls or gatherings outside nightspots can become targets, particularly if the officers' actions are viewed as improper by the group. Such actions may be a simple arrest, closing a loud party, or clearing the street. A proper tactical approach to this type of situation may be the only preparation time officers have before things spiral out of control. Remember the tactical saying, "It is better to have a plan and not need it than to need a plan and not have it."

In 1964 and 1965, the Rochester, Pennsylvania, and the L.A. Watts Riots were all ignited from routine police arrests on busy streets where crowds spontaneously gathered and fused. These incidents occurred rapidly; however, they did not erupt into widespread civil unrest for hours. In contrast, today's incidents grow out of control in as little as fifteen minutes. In the 1992 L.A.

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Riot that began at the intersection of 71st and 77th Street, the community was already upset about the “Rodney King” verdict, and the on-scene arrest of local gang members became a riot that quickly spread rapidly through the city’s south side.⁵

4. Role of the rumor

The rumor is the characteristic mode of communication in a collective behavior setting. Rumors can be defined as communication through people caught up in an ambiguous situation, trying to make a meaningful sense of it by relying on their perceptions and intellect.

- a) A rumor is a progressive distortion of an initially accurate statement.
- b) Rumor plays a significant part in crystallizing public opinion.
- c) Some experts have said that no riot takes place without a build-up through rumor.
- d) Animosity is gradually intensified preceding a riot by stories of aggressive acts on the part of the opposition.
- e) Rumors often follow controversial encounters between a member of the public and an officer of a different culture. These rumors are often more important than the incident.

Example: The Watts Riots of the 1960s began because of a rumor – “the police were beating a pregnant black woman.” The facts were that an arrest had been made, but the arrestee was neither pregnant nor was she beaten. The subsequent confrontation between citizens and the police lead to further confrontations where the police either withdrew because they were not prepared to deal with the crowds, or they were made to appear helpless.

- f) With today’s live media coverage, rumors and police action or in-action will influence the situations much more quickly.
- g) Rumors must be countered. When a rumor begins to surface, every effort must be made to communicate the truth. Effectively using community contacts, i.e., community advisor,

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community leaders, community policing efforts, and the press to get the facts out into the community can accomplish this.

B. Social/Psychological Influences of Crowd Behavior

Psychological and behavioral factors are present in any crowd confrontation. These factors affect the crowd as well as law enforcement personnel. Knowledge and appreciation of social-psychological influences can help control forces that can effectively counter riot tactics, help with crowd dispersal, and help supervisors maintain control of their subordinates.

These behavioral factors not only affect a crowd, but they affect control forces as well.

1. Influences⁶

a) Anonymity

The feeling of being lost in the crowd. Members of the crowd feel they cannot be identified. Therefore, they lose responsibility for their actions.

b) Universality

The “everybody is doing it” feeling. Members feel the attitudes and emotions are being experienced and are shared by everyone in the group.

c) Inability to withdraw

Being afraid to express a view contrary to those in the majority.

d) Increased hostility (convergence theory)

When people are frustrated and believe they are being mistreated, confrontation is an outlet for their anger; however, conflict does not eliminate the problem, and it often increases hatred between social groups. According to this theory, people merely reveal their true selves in a crowd--the crowd serving only as an excuse or a trigger.

e) Social suggestion

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The urge to do what others do is quite strong with most people. Crowd people tend to follow the lead of others, particularly those designated as leaders. Those involved usually have a common denominator that brings them together to unify the group.

f) Emotionality

There exists in any crowd a high degree of emotional tension and excitement. Hostile emotions like anger and fear may drive the crowd to act out.

g) Irrationality

There are two aspects of this behavior in a crowd setting. The first is fear and panic. The second is frustration, which can result in violent behavior.

h) Homogeneity of mental state (group mindset)

Here the members of the mob share a common attitude, opinion, dissatisfaction, and frustration. Often referred to as a "group mindset."

i) Emotional contagion (contagion theory)

This is the most dramatic feature of collective behavior, where excitement seems to be transmitted from one person to another. Emotional contagion provides the crowd with psychological unity and the point at which a crowd or assemblage becomes a mob.

2. Tactics for countering social/psychological influences

Officers must use methods to reduce these influences upon the crowd. They will not stop all people from acting out, but it will reduce the number of those who will.

a) Dispersing the crowd as soon as possible to reduce the influences of the crowd on its members.

(1) Verbalizing the need for the crowd to disperse, using diplomacy and tact.

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- (2) Seeking cooperation and explaining what actions may be used to disperse the group if necessary.
 - (3) Allow a reasonable time for the crowd to disperse and “save-face;” pushing the crowd may lead to a confrontation.
 - (4) Control the number of officers on the scene. Too many officers present may lead to uncoordinated action and may “push” the crowd into action. If additional officers are at the scene or needed in the event the situation turns into a confrontation, they should be positioned nearby but out of sight of the crowd.
 - (5) If the crowd’s actions should result in violence, then more forcible dispersal actions may be needed. We will cover those tactics later in this block of instruction.
- b) The use of photography and video to take away anonymity.
 - c) Selective arrest and enforcement to reduce the feeling of universality. Arrest should be made selectively or at the direction of supervisors. This is necessary to maintain sufficient manpower levels at the scene.
 - d) Call people by name if they are known. Officers who are in contact with their communities through community policing efforts should know their residents.
 - e) Put them on notice of the law and possible violations, i.e., order to disperse, failure to disperse and unlawful assembly.
 - f) Have a dispersal/back-up team formed close by the scene but out of sight, to not inflame the situation until they are needed.

C. Patrolling Non-violent and Violent Demonstrations and Protests

1. Mental preparation

A particular need exists to prepare individuals for the mental and physical stress of civil disturbance control operations. Officers must be made aware of the influence of social and psychological factors upon their behavior. The same human behavioral influences that work on the disorderly crowd can also influence officers. We counter this

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through training, discipline, and preparation. In addition to these influences, there are others that will affect officers in a riot/crowd management situation. Some of those include:

a) Individual response to stress

Officers engaged in civil disturbance operations will encounter the noise and confusion created by large numbers of people facing them. Individuals may shout at, insult, or call officers abusive names. Officers must learn to ignore these taunts and not allow personal feelings to interfere with the execution of their mission. Also, officers can expect objects to be thrown at them but must learn to avoid thrown objects by evasive movements. They must never throw the objects back. Officers must subdue their emotions and carry out their orders determinedly and professionally.

b) Psychological influences

Just as the crowd may be swept into violence by various psychological influences, the reaction of officers may be inappropriate because of the same factors. Both the law enforcement commanders and the officers must be aware of these factors so that they can cope with them in the civil disturbance environment.

- (1) The cumulative effect of these psychological factors may be an excessive response by officers who are often thrust into situations with little time available for briefing.
- (2) The fatigue factor must also be taken into consideration in determining the ability of the control force personnel to deal with provocation. In situations where the control forces become extremely emotionally involved, the supervisors may lose control over the officer's actions.
- (3) Emotional involvement - Officer focuses in on one demonstrator and targets this person for uses of force and/or arrest. Supervisors must be vigilant for such behavior and pull these officers off the line and put them in a support role until they regain their composure – “a cooling off time.”

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2. Law enforcement roles and responsibilities

a) Non-violent/passive protests

As law enforcement agencies throughout the country continue to improve and update their training in response to violent community disturbances, most do not have a plan of action when dealing with the non-violent or passive protest. Law enforcement officers should not respond to passive protests in the same manner as they would for violent protests. Law enforcement agencies must develop a procedure to deal with this type of disturbance.

When confronting passive protesters, law enforcement officers must be aware of the differences in tactics used by this group as compared to the violent group, because the response will be different.

(1) Passive protests: lawful v. unlawful

Officers must always be aware of state and local laws dealing with lawful protests. The simple fact that a group of individuals is gathering to voice an opinion to gain public sentiment does not necessarily mean that the protest is unlawful.

(2) What is lawful?

(a) Picketing

A way of protesters gaining sympathy and support from the public. (check local ordinances for procedures and restrictions.) Many ordinances require the picketers to remain a certain distance from the business, as well as remain a certain distance between each other and others opposing the picketers.

(b) Parades and marches

(3) What is unlawful?

(a) Violence

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Involving injury or damage to people or property

- (b) Blocking entrances

N.C.G.S. §14-277.4 Obstruction of Health Care Facilities – A lawful protest becomes unlawful when protesters move onto the premises and begin to block entrances.

Unlawfully entering and remaining on the premises may also be a violation of N.C.G.S. §14-159.12 or §14-159.13 (first- and second-degree trespass).

- (4) Communication and liaisons

- (a) Identify the leaders

Once the leaders are identified, it is imperative that open communication is maintained with them.

- (b) Attend group meetings to obtain intelligence information

- (c) Use informants

Infiltrate meetings as a last resort when leaders do not cooperate. Help to identify troublemakers and possible militants.

- (d) Identify local and out of town militants

- (e) Report to supervisors

Any information received must be relayed to departmental supervisors.⁷

- (5) Protester tactics

- (a) Blocking entrances

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Protesters may block doorways, loading docks, or delivery entrances. They may stand, sit, or lie.

(b) Locking arms

They may join arms and make a human chain.

(c) Padlocking with chains

They may use metal chains and locks, as well as other types of devices to lock themselves to buildings, equipment, and other structures. Tools to assist in the defeat of these devices are essential items to consider having available on a support vehicle.

(d) Singing and chanting

This is a common tactic that adds stress to the officers on the scene. Officers must shout over the singing to give their commands.

(e) Name-calling

Protesters will accuse officers of taking sides. (At abortion protests, they have been known to call officers murderers.)

(6) Protester devices

(a) Protester devices⁸

Protesters may use protester devices. A protester device could be a locking or non-locking device that can be constructed from a variety of materials (PVC pipes, bicycle locks, barrels, steel, wood, etc.) The purpose of a protester device is to prevent efficient extrication and draw media attention to the protester cause. Examples of protester devices include:

i) Sleeping Dragons, Dragon Sleeve, or lockbox

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ii) Bicycle lock(s)

iii) Tripods

Lockdown devices used by protesters can also include handcuffs, chains, and padlocks, to fasten their bodies to trees, gates, entrances, roads, and equipment. Steel pipes used to lock protesters to the ground or around objects are called “black bears.” Tripods and tree platforms have also been used to suspend protesters off the ground to block access to the property and to promote an environmental protest.

(b) Mask and costumes

Another protest tactic is the wearing of masks or costumes. Protesters will often wear masks for symbolism and anonymity. Anonymity can cause problems in identifying the individual(s) that commit crimes. Officers should apply local ordinances and or state statutes N.C.G.S. §14-12.7 and N.C.G.S. §14-12.8 to address this issue before a mass civil disobedience incident. Protesters were reluctant to wear the Guy Fawkes mask after arrests had been made for doing so in Zuccotti Park in New York.⁹

b) Violent/hostile crowds

(1) Control of an unlawful disturbance or riot

Riot control experts agree that the sooner you disperse a riotous crowd, the sooner you begin to regain control. Unlawful actions during a riot should not be allowed to continue. However, you must have sufficient dispersal/control forces on hand to deal with a crowd.

(1) **Dispersal is the key**, not mass arrest, when it comes to stopping a riotous crowd.

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- (2) Diplomacy is preferred over forcible action, if possible. Officers must work to not overreact to a crowd, yet they must prepare to react if necessary, to disperse the crowd as quickly as possible.
- (3) When forming up a dispersal squad, do so out of sight of the crowd, yet close enough to respond quickly if needed. This is necessary to keep the crowd from knowing what you are doing until your dispersal units are ready to act.

Officers must always be aware of state and local laws dealing with lawful protests. The simple fact that a group of individuals is gathering to voice an opinion to gain public sentiment does not necessarily mean that the protest is unlawful.

(2) Types of violence

A riot is mob violence, a contagious striking out at authority and the symbols of authority. It may consist of indiscriminate looting and burning; it may be open attacks on officials, buildings, or innocent bystanders; or it may be both. Law enforcement must control group violence. Law enforcement, therefore, must be carefully instructed about the kinds of violence they may encounter.

(a) Verbal and written abuse

Anticipate both; the purpose of this tactic is to anger and demoralize law enforcement and cause them to take individual actions that may later be exploited as “police brutality.”

(b) Noise

This is a two-prong attack. Leaders of unruly crowds use noise to keep the emotions high in the mob; while working to confuse, fatigue and disorient control force personnel.

(c) Assault on emergency personnel

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- i) “An assault upon emergency personnel is an assault upon any person coming within the definition of ‘emergency personnel’ which is committed in an area:
- In which a declared state of emergency exists; or
 - Within the immediate vicinity of which a riot is occurring or is imminent.
- ii) The term ‘emergency personnel’ includes law-enforcement officers, firemen, ambulance attendants, utility workers, doctors, nurses, members of the North Carolina National Guard, and other persons lawfully engaged in providing essential services or otherwise discharging or attempting to discharge his or her official duties during the emergency.
- iii) Any person who commits an assault upon emergency personnel is guilty of a Class H felony.
- iv) Any person who commits an assault upon emergency personnel with or through the use of any dangerous weapon or substance shall be punished as a Class F felon.
- v) Any person who commits an assault upon emergency personnel causing serious bodily injury to the emergency personnel is guilty of a Class E felony.
- vi) Any person who commits an assault upon emergency personnel causing death to the emergency personnel is guilty of a Class D felony.”¹⁰

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- (d) Thrown objects
 - (e) Moving vehicles
 - (f) Destruction of property and looting
 - (g) Demolitions and explosions
 - (h) Weapons and firearms
- (3) Tactics employed by rioters

Conventional mob tactics restricted by area and leadership can be effectively stopped by the traditional move, divide, and disperse techniques. There is a new tactic being used now. However, that is designed to counter the measures employed by law enforcement. It thrives on deception, confusion, and the “divide-and-conquer” theory. The following are some of the tactics employed by “organized mobs.”

- (a) Numerous false calls to the fire department to scatter and render fire-fighting equipment ineffective.
- (b) False calls of “officer in trouble” are used to divert law enforcement manpower, or to cause officers to converge on a particular area to attract a large crowd that may be incited to riot.
- (c) Interfering with a law enforcement officer performing in the line of duty, forcing action to be taken against agitators. Then the cry of “police brutality” is raised.
- (d) Reliance on emotional appeal to the masses.
- (e) Blocking or flooding the law enforcement switchboard with false or petty calls.
- (f) Use of walkie-talkies on citizens’ bands by mob leaders to control the operations of the mob.

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- (g) Use of direct coordinated attacks of control force with similar formations and protective gear, i.e., the anarchist groups in the WTO event known as the “Battle for Seattle” in 1999.
 - (h) There is no limit to mob ingenuity, and officers must recognize the effectiveness of mob psychology as employed by the advocates of violence.
- c) Countermeasure operations, which can enhance control force operations and safety.
- (1) Downtown - Secure rooftops and side streets; having moving patrols and watching for sniper fire are essential.
 - (2) Residential areas - same as for downtown areas only; security may become an additional problem due to the extra space and lack of accessibility into private residences.
 - (3) Barricades - Must be such that they impede protester movement. Passive barricades do little to deter a mob bent on violence.
 - (4) Looting - Foot patrols or D.A.R.T. (Dispersal, Arrest, Rescue Teams) can effectively deal with this type of activity.
 - (5) Vital buildings - Law enforcement must gain entry, secure sensitive areas, and initiate action to remove the rioters.
 - (6) Teamwork - Stick together; a single officer response is oftentimes ineffective and counterproductive.
 - (7) Post-riot control - Once suppressed, positive action must prevent a recurrence. Try to correct the source of trouble and re-establish normal relations in the community.
- (a) Use of COP teams

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- (b) Work with community leaders
- (c) Make positive community contact

D. Crowd and Demonstration Control

A crowd generally is aware of the law and usually respects the principles of law and order. However, emotions often become so high that they overrule order. In confronting a crowd, law enforcement should know the reason for the meeting, determine the general characteristics of the individuals (and the crowd), and know the area well in which the crowd gathers.

One popular method of controlling factors, which affect emotions, is to have a permit system for the registering of meetings and assemblies. **The permit system is a local ordinance provision and not state law.** Officers should check for this provision in their respective jurisdictions. In a permit system, organizers must apply for a permit to hold meetings or gatherings. In such a situation, the permit issuers (often a law enforcement agency) can set rules and regulations for these meetings that must be followed, or the permit may be canceled. Certain elements, such as those discussed below, can be controlled to prevent their effect on the emotions of the crowd at the meeting. Promoters and organizers can be held legally responsible for the group's behavior. This encourages the organizer to "police" their group to ensure a peaceful meeting. It allows law enforcement time to plan for the event.

1. Crowd control plan/planned event

A plan should be developed to give officers direction and to establish a departmental plan of action and a guiding philosophy for law enforcement response and actions. Some key points are:

- a) Observe spectators rather than the event.
- b) Avoid unnecessary conversation.
- c) Keep outside the crowd.
- d) Identify and watch crowd agitators.

2. Control of lawful demonstrations

- a) A lawful demonstration should not be looked upon with disapproval by law enforcement. First Amendment rights must be respected and protected!

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- b) The visible officers should be kept to a minimum; normal dress should be worn.
 - c) Proper liaison between law enforcement and the demonstrators often prevents trouble.
 - d) Use of probation and parole officers to identify potential troublemakers. Their presence may affect persons on some form of supervised court release.
 - e) Use of plain-clothes officers to monitor the crowd from within the group and identify potential troublemakers.
3. Do's and don'ts for crowd management enforcement
- a) Do's for law enforcement
 - (1) Be impartial at all times.
 - (2) If you have a close relative or friend involved in the dispute, advise your superior; he may determine to temporarily transfer or reassign you.
 - (3) It is the responsibility of the supervising officer to see to it that the necessary information is passed on. The policies and approach of law enforcement personnel at the scene should be consistent.
 - (4) All discussions relative to the dispute situation between or among the officers and either or both disputants should take place at the supervisor level and should be taped whenever possible.
 - (5) Taverns or other places providing alcoholic beverages in the area should be notified of any potential problems involving the purchase and use of alcoholic beverages and asked to assist by being especially watchful for abuses involving alcoholic beverages or the ABC laws.
 - (6) The general public should be kept a safe distance from the area of the dispute, but not so far that the general public is either actually or constructively excluded from viewing and comprehending the substance of the grievance being protested. A safe distance is a distance

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that tends to lessen tensions and assure law enforcement clear and safe room for action should violence erupt. Safe distances will vary directly about tensions and dangers attendant at the dispute scene.

- (7) Be aware of agitators, professional or other, who may attempt to put law enforcement in a position in which they appear to be taking sides.
 - (8) Keep pedestrian and vehicular traffic on any nearby sidewalks and streets moving.
 - (9) Do not engage in unsolicited intelligence or information gathering at the strike scene unless directed to do so through the chain of command; if you do come upon the information, you feel would be useful, report it through the chain of command.
 - (10) In handling vehicles passing through (or attempting to) a picket line:
 - (a) Have a labor official direct the pickets to clear the entrance, if possible; if not, then break the picket line only temporarily as necessary to accomplish the movement.
 - (b) Do not give the impression you are directing vehicles to enter or leave. The driver seeking to enter or leave the picketed premises should be allowed to make their own decision whether to enter or leave.
 - (c) Union officials should be allowed to communicate with the drivers of the vehicles seeking to enter or leave the picketed premises; if the driver of the vehicle refuses to communicate with the union official, that is his right.
- b) Don'ts for law enforcement
- (1) Do not, under any circumstances, discuss the merits of the dispute with any person involved in the dispute.

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- (2) Do not become provoked by name-calling or derogatory remarks directed at you.
- (3) Do not at any time go to the scene of the dispute to obtain information unless directed to do so by the chain of command.
- (4) Do not discuss an injunction with anyone involved in the dispute. The injunction is civil and should be treated as such. However, if a court issues one, you will enforce it as you would any other order of the court if the court directs enforcement.¹¹

4. Use of force

The amount of force used to quell any civil disturbance must be only that force necessary to overcome the actions of the crowd. It is through the controlled application of force that a crowd is dispersed, or a disturbance ended. Indiscriminate use of force upon a crowd should never be tolerated or condoned. In dealing with crowds, officers should keep the following case law in mind. In *Scott v. Henrich* 39F.3d912 (9th Cir. 1994), reads in part, "Officers need not use the least intrusive force, but must not exceed that force which is reasonable under the totality of the circumstances."¹² Also, refer to *Graham v. Connor*.

Regardless of the type of demonstration, the amount of force used must be:

- a) Reasonable
- b) Necessary
- c) Lawful

The force should be applied only long enough to overcome the resistance of another person's force.¹³

Example: A riot may require an officer to use either a baton in a striking or thrusting motion, chemical agents, or special impact munitions to move or disperse a crowd. On the other hand, passive/resistant demonstrations may require officers to physically carry the demonstrators away.

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5. Additional considerations

Large-scale disturbances utilize the same techniques as small-scale disturbances. The critical point between the two is that large-scale disturbances require more control force personnel. Supervisors should never attempt to disperse a large crowd with a small number of officers.

If there are insufficient control forces on hand to disperse the crowd, efforts should be made to monitor and contain the crowd as well as possible until additional control forces are summoned. This level of activity will require the use of the following response plan:

- a) Isolate the area. The primary goal and responsibilities are to safeguard lives.
 - (1) Restricting access to the affected area effectively seals off the disturbance. The objective of isolation is to prevent the spread of the unrest to unaffected areas, to prevent the escape of individuals identified for arrest, and to evacuate the area of uninvolved persons and keep others out of the area.
 - (2) Building clearing - Control forces may be needed to “clear” buildings in the affected area, checking for trapped, non-involved persons and to identify possible hot spots or buildings requiring special attention, such as gun shops, hardware stores, etc.

b) Isolation techniques

There are several techniques for isolating a disturbance area.

- (1) Use of barricades - The purpose of physical barriers is to deny or limit entry and exit from the disturbance area. They are usually only effective if the barricades are manned or are too difficult for rioters to move.
- (2) Roadblocks - To be effective, roadblocks must not be easily breached by vehicles. For example, 55-gallon drums filled with water or sand, sandbags, or heavy vehicles are all effective roadblocks.

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- (3) Perimeter patrols that operate along the outer boundaries of the affected area can be effective. The purpose is to prevent entry to or exit from the area. Perimeter patrols can also help capture identified ringleaders fleeing the area.

6. Crowd control operations

There are four crowd control options available based on the desired objective. A prime consideration in selecting an option(s) will be the effect of the response in reducing the intensity of the existing situation.

a) Monitor

This option consists of watching the crowd's progress and development by control force teams. Monitoring enables the agency to gauge the crowd's activity and intent about civil disturbance and possibly influence their actions through persuasive means.

This option is particularly appropriate for large non-violent demonstrations where more decisive action is not feasible because of the crowd size and where the intensity of the situation might escalate. This option is also appropriate as an interim measure pending the arrival of additional control forces.

Techniques for accomplishing this option include passive observation of the crowd and communication with leaders on the intent or interest of the group. If the crowd is not out of control, officers should monitor the area to identify leaders and group actions and to discover possible dispersal alternatives.

b) Containment

This option consists of restraining many individuals within the area they are presently occupying, thereby containing any further aggressive activity. This option would be appropriate in college campus situations to prevent demonstrators from spreading out to surrounding communities and to prevent unauthorized personnel from entering the campus.

c) Blocking

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This option consists of the physical denial of a crowd's advance upon a facility, which is the potential or actual target of dissident activity. Crowd control formations (especially the "skirmish line") and barricades are the most appropriate techniques for this option. Barricades such as vehicles, traffic barrels, and water or sand-filled barrels can be erected to block or channel the movement of crowds. These devices and water or sand-filled barrels can be erected to block or channel the movement of crowds. These devices, when used in combination with control forces and other crowd control techniques, are useful in accomplishing containment or blocking.

d) Dispersion

This option consists of action taken to fragment a crowd and is especially applicable to small crowd situations in a congested urban environment. This selection should include the consideration that such dispersion may increase and spread lawlessness rather than reduce it. Therefore, one should establish control over the dispersal routes, provide security for those facilities that might become likely targets for small groups, and then prepare to follow-up the dispersal operation with the apprehension of small groups still active in the area.

Techniques for accomplishing dispersal objectives would include the proclamation, show of force, use of crowd control formations, and the use of riot agents and saturation patrol techniques.

e) Post-disturbance actions

Once the crowd has been dispersed, efforts must be employed to keep the crowd from reforming. Small formations, of no less than four-officer teams, should be left to patrol the affected area and disperse groups that try to reform. Additional control forces may have to be called into the area if the smaller units cannot handle the situation.

7. Techniques for crowd control and dispersal

There are numerous techniques designed to provide agencies with the flexibility of action in accomplishing crowd control. There is no one technique that is best employed in all situations. Rather, you must read the

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crowd and use the one most appropriate for the situation. Your response may be multifaceted to the complexity of the situation.

Some of the most common techniques used are:

a) Isolation and observation

This consists of the deployment of teams to the peripheral areas of the crowd for monitoring activities. Teams gather information on the crowd size, location, and mood, and report on developing situations.

b) Communications of interest and intent

In certain situations, effective communication with crowd leaders and participants may enable police personnel to control the situation without resorting to more severe action.

c) Cooperation

Active initiation by control forces to obtain the cooperation of group leaders may significantly decrease the potential for disruption of the crowd activity.

d) Issuing a proclamation

A proclamation establishes the illegal nature of the crowd's action and is an excellent medium to make known to the crowd the intent of control forces supervision. The proclamation is also a means of reducing the size of the crowd before direct action being taken. In making any proclamation to a crowd, consideration must be given to determining a specific time for dispersal versus not stating a definite time for dispersal. Either approach must be weighed carefully depending on the situation, the resources available to control/disperse the crowd, because the situation may change. Supervisors or command personnel will usually make this decision when dealing with large-scale disturbances.

e) Show of force

Marching a well-equipped, highly disciplined control force into view of a crowd may be all the force necessary to persuade them to disperse peacefully. On the other hand, in some situations, such as with idealistically motivated groups, a show

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of force may have a counterproductive effect by causing them to become involved in a direct challenge of control forces. Ten well-trained officers can effectively disperse one thousand rioters.

f) Crowd control formations

Crowd control formations, when properly employed and effectively executed against a crowd of a limited size, represents one of the most practical methods of crowd control and dispersal. A supervisor must always realize the limits of crowd control formations.

When a large crowd has been dispersed, do not assume that members of the crowd have returned to peaceful activity; small groups may initiate dispersed riotous activities. Therefore, the use of formation should only be part of a total dispersal effort. Also, if the crowd refuses to move, other techniques may have to be employed, such as the use of riot control agents and physical arrest.

g) Arrest and processing of arrestees

(1) Verbalize the intent to arrest and the actual arrest when necessary.

(2) Use arrest teams

No less than two officers, with four to six being preferred. All arrest teams will be under the direct supervision of an arrest team supervisor. During times of civil disorder, individual police action will be suspended, and arrests will only be made under the direction of a supervisor. Arrest team members will escort prisoners to a central prisoner processing area.

(3) Use flex-cuffs instead of metal for mass arrests. Flex-cuffs are convenient, and the public may view it as a softer method for handcuffing.

(4) Use stretchers or “Stokes” style baskets for carrying prisoners – cuts down on officer and arrestee injuries.

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(5) Photograph and document each arrestee - before moving your prisoner, photograph each arrestee and record date, time, and name or number of the prisoner.

(6) Videotape entire disturbance for court and training purposes.

(7) Processing of arrestees

A point outside the affected area, yet close by, will allow for the quick return of arrest team personnel to maximize their effectiveness.

At the arrest processing point, the arresting officer should have his photograph taken with the prisoner for later identification and court purposes.

(8) Special considerations of arrests

During times of civil unrest, a physical arrest must be kept to a minimum, not to appease the crowd, but to economize on the limited number of police resources.

Therefore, individual police action must be suspended.

Supervisors will determine the course of action, including all arrests. Exception: emergency life or death situations. Procedures must also be established to deal with arrestees, transportation, and detainment.¹⁴

8. Crowd control formations and equipment

a) Protective equipment for law enforcement

(1) Gas masks

(2) Helmets

(3) Goggles or visors

(4) Body armor

(5) Gloves

(6) Shin guards

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- (7) Boots
 - (8) Shields
 - (9) Groin protection-apply to both male and female officers
- b) Show and use of force - use only the minimum force to control the situation effectively.
- (1) Officer presence
 - (2) Batons/shields
 - (3) Horses
 - (4) Dogs, used as resource protection versus crowd control
 - (5) Vehicles
 - (6) Chemical agents
 - (7) Special impact weapons systems
 - (8) Distraction devices
 - (9) Firearms
- c) Riot batons and their use
- The riot baton is generally twenty-six to forty-two inches in length, either fixed or collapsible, with rounded ends, a suggested diameter of 1.25 inches, and preferably a thong at one end that can be placed in the palm.
- (1) Grip, stances, and footwork
 - (a) Basic grip: During crowd control situations, the baton is normally held using the two-handed grip. The right-hand grips the end of the baton. The left-hand grips the barrel of the baton approximately twelve inches from the tip. If a thong or lanyard is attached to the baton, do not wrap it around your fingers, wrist, or hand.

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- (b) Parade rest position: “Parade rest” is the relaxed and ready position. The feet are shoulder-width apart. The left palm is facing out. The right palm is facing toward the body. The hands are approximately six inches from the end of the baton.
- (c) Port position: The “port” position is a ready position. The right hand and forearm are parallel to the ground. The left hand is level with the left shoulder. The striking end of the baton bisects the angle between the neck and left shoulder. The baton is held approximately eight inches from the body. The feet are shoulder-width apart.
- (d) On guard position: Most movements are initiated from the “on guard” position. The feet should be placed approximately shoulder-width apart, with the left foot about twelve inches forward of the right foot. The weight should be equally distributed on both feet with the legs slightly bent, and the baton is held approximately six inches in front of the body and at a forty-five-degree angle. The body is bent slightly at the waist. The left arm is bent and parallel to the ground so that the forearm protects your throat area.
- (e) To move forward from the “on guard” position, move the left foot forward and then bring up the right foot in a shuffle motion.
- (f) To move backward, move the right foot to the rear and then slide the left foot backward in a shuffle motion.
- (g) To circle to the left, move the left foot to the left as you pivot on the right foot.
- (h) To circle to the right, move the left foot to the right as you pivot on the right foot.

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- (i) To move sideward to the left, move the left foot to the left and then move the right foot.
 - (j) To move sideward to the right, move the right foot to the right and then move the left foot.
- (2) Primary target striking areas. The same considerations discussed in the baton section of the *Subject Control Arrest Techniques* lesson plan apply to the use of the riot baton. When deadly force is not justified, all strikes are to be directed to the center muscle mass areas of the opponent's body that are not likely to result in lethal or serious injury. Center muscle mass does not include the joints of the extremities. These are:
- (a) Center muscle mass of the arm
 - (b) Center muscle mass of the leg
 - (c) Center muscle mass of the body
- (3) Striking motions using the riot baton
- (a) Jab or short thrust. Slide forward with your left foot. At the same time, quickly thrust the tip of the baton forward and strike the opponent in the pit of the stomach. After striking the blow, return quickly to the "on guard" position to prevent the baton from being grabbed.
 - (b) Two-handed push. This is not a blow as such, but a technique that can be used to push or hold back an individual. Slide forward with your left foot and quickly extend both arms, holding the baton in a horizontal position and push the opponent. Immediately return to the "on guard" position to prevent the baton from being grabbed. You should also be prepared to follow with a butt stroke if the baton is grabbed. Several officers employing this technique in a formation can push or hold back a fairly large group.

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- (c) Butt stroke. This blow is generally delivered upward or sideward using that portion of the baton below the right hand. Slide forward with the left foot while you drive the butt of the baton towards the opponent's midsection with the right hand. At the same time, pull the barrel of the baton back towards you with the left hand. In this manner, the baton is used as a lever to gain additional power.
 - (d) Reverse jab. This technique is generally used as a follow-up to the butt stroke. Following the butt stroke, drive the barrel end of the baton toward the opponent with the left hand.
 - (e) Strike to the center muscle mass of upper and lower leg. Slide forward with the left foot. As you start the strike, allow the left hand to slide down the barrel of the baton to a position alongside the right hand. Complete the motion by striking the center muscle mass of the upper and lower leg.
- (4) Blocking motions using the riot baton
- (a) Against an opponent's left punch. Deflect the punch upwards and to the right of your body. Strike if necessary and appropriate.
 - (b) Against an opponent's right punch. Snap the tip of the barrel upward and outward to your left, deflecting the blow-off to the side. Strike if necessary and appropriate.
 - (c) Against an opponent's uppercut. Twist the baton to the horizontal position and thrust it downward to block the punch. Strike if necessary and appropriate.
 - (d) Against an opponent's kick. Pull the left knee backward while at the same time thrusting the baton downwards to block the kick. Strike if necessary and appropriate.

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d) Initial officer/small agency response formations

Small agencies often do not have the resources of large agencies. As well, initial responding units, no matter the size of the agency, are often caught off guard by spontaneous crowd incidents. A patrol officer can make a situation worse. A proper mindset and a cool head can go a long way in diffusing a situation.

(1) Initial response/mini formations

- (a) Use of basic cover-contact approach to begin building the formation
- (b) Initial or point officer is the contact officer
 - i) Advises other officers of being in charge
 - ii) Does the talking
 - iii) Makes any order to disperse
 - iv) Decides to effect an arrest. Remember we do not have to make the arrest today and should only do this as a last resort.
- (c) The second officer takes a cover position to the right or left of the contact officer and one pace back. This officer is responsible for watching the crowd for dangers and covering the point/contact officer.
- (d) The third officer takes a position to the left or right of the contact/point officer and the opposite of the second officer.
- (e) The fourth officer takes a rearguard position, directly behind the contact/point officer, two paces directly behind the contact/point officer. This officer needs to be more flexible in their movements/actions to allow for the protection of the rear of the formation. They may also have to walk backward.

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Team members must be told that the person walking backward can only walk at half pace; therefore, movement of the formation must be at a slower pace.

- (f) This gives the initial responding officers three-hundred-and-sixty-degree coverage for officer safety and allows officers to work as a team, instead of being spread throughout the crowd.
- (g) Supervisor/fifth arriving officer - the supervisor or fifth officer will assume a position in the center of the formation. She or he acts as a controlling mechanism to maintain the squad's integrity and controls a prisoner in the event an arrest is made. They may also be used to deploy controlled bursts of chemical/specialty munitions to help with the withdrawal of the formation.
- (h) Additional responding units will form a diamond formation, with riot gear on in the event they are needed to assist the primary team. This may be necessary to help the initial units to withdraw, or to rescue them if necessary and to disperse the crowd if it is needed. This group must form up out of sight of the crowd, or they may incite them to become disruptive.
- (i) The four-officer diamond is an excellent formation for small agencies to use when dealing with crowds. All four officers can be placed in one mobile unit to respond, or use two units, with two officers each. This reduces the number of patrol vehicles needed, and the number of potential units damaged, should rioters attack them.

- (2) Additional arriving units
These units should respond to an area close to the scene, but out of sight so as not to have too many officers on the scene and possibly escalate the situation. While at the staging area these units should form their mini-formations and prepare to:

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- (a) Establish a safe withdrawal area should they have to move in and assist the primary team with withdrawal.
 - (b) Prepare to enter the crowd if necessary, with organized formations and protective and dispersal equipment.
 - (c) Coordinate the isolation of the affected area.
 - (d) Extract/cover withdrawal of initial team should the crowd become hostile and attack them.
 - (e) Acts as a dispersal team should it become necessary to use force to break up the crowd.
- (3) Mini formations
- (a) Three officer wedge
 - (b) Four officer diamond
 - (c) Combining of two mini formations into a basic six-to-eight-person team
- (4) Additional uses of mini formations
- (a) Rescue teams
 - (b) Special arrest teams
 - (c) Special dispersal teams, utilizing chemical and or special impact munitions.
- e) Larger riot control formations

(1) Squad

A squad should not be less than eight or more than twelve officers. One member should be designated as the leader. Smaller units may be used by smaller agencies, but units of less than four officers will not be very effective against large crowds. It is recommended

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they only be deployed in the diamond formation. When additional units arrive, two diamonds can be easily combined to form a basic eight-person squad.

(2) Platoon

A platoon should consist of three or four squads. One officer should be designated as the leader. Three platoons form one company.

(3) Formations

The *line*, the *echelon* (right and left), the *wedge*, and the *diamond*; rapid and uniform response to commands is essential. An additional formation is the *encirclement*, used to protect arresting officers and not crowd dispersal. In the encirclement, one officer will alternate facing in and out, to watch the arrest activity and the crowd.

(4) Vehicles

Vehicles should be located where they can quickly maneuver to block oncoming vehicular assault on the riot formation.

9. Withdrawal of control forces

Inevitably there will be times when patrol forces must withdraw from an area because they are overwhelmed by the size of the mob. In doing so, every effort should be made to:

a) Withdraw

(1) Make a tactical withdrawal from an area.

(2) Do so in an orderly and deliberate fashion. The mob may view a quick withdrawal as a victory.

No one advocates, "fighting a last stand;" however, a retreat can be a morale boost to the mob whose activities can become more intense because they feel "the power of the group."

b) Re-enter

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Control forces should re-enter the area only when sufficient personnel have arrived to deal with the situation or employ more tactically advanced methods or special purpose tactics. If unable to re-enter, isolation of the area is the best option.

E. Use of Chemical Agents, Specialty Impact Munitions, and Distraction Devices

1. Chemical agents

The proper use of chemical agents not only helps law enforcement personnel restore order but also reduces the chances for injury to officers and rioters. On the other hand, if used improperly or indiscriminately, chemical munitions can cause injury and possibly death. It can also lead to complaints of excessive force.¹⁵

Chemical munitions should only be used when the crowd is disorderly to the extent of throwing objects, physically attacking officers, or there is an imminent threat of either. Any time chemical munitions are used, at least one crowd escape route should be determined before deployment.

No legitimate police objective can be achieved by the indiscriminate spraying of chemical agents onto a crowd. Also, care must be taken to avoid discharging chemical agents so that it only affects the front half of a crowd. This will place incapacitated individuals between the crowd and the front ranks of the police lines. Any time chemical agents are used on a crowd, *they should be warned of its pending use.* This gives those who choose time to leave. This warning may not always be possible but should be given if time and the situation permits.

REMEMBER, the use of chemical agents is considered a *use of force* and should only be deployed by officers specially trained in their use and deployment.

- a) Introduction to chemical agents: This is an introduction to chemical munitions and does not qualify one as a trained chemical munitions operator.

Currently, there are four forms of chemical agents used by law enforcement agencies for crowd control.

- (1) HC (Hexachlorethane) - Smoke

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Even though the smoke is not an irritant agent per se, smoke in and of itself is irritating to some people. Smoke is effective when used to break up some crowds that are disorderly, but not overtly violent. Smoke can be used for the following purposes:

- (a) Conceal movement
 - (b) Disorient the crowd
 - (c) Determine the wind direction
- (2) CN (Chloroacetophenone) - discovered in 1869 by a German chemist
- (a) Odor: like apple blossoms
 - (b) Incapacitation factor: Ten to twenty minutes. CN is a fast-acting irritant that affects the upper respiratory passages, lacrimal glands, and eyes. The agents usually begin to work in one to three seconds; however, some people may not be affected for up to thirty minutes.
 - (c) CN is an irritant that does not affect everyone. This chemical agent may not affect those on drugs or alcohol.
 - (d) Physiological effects: Irritating to the skin, causing a burning and itching sensation. Flowing of tears, nose irritation – agents primarily affect moist areas of the body.
 - (e) CN is a lacrimal, meaning it affects the lacrimal glands, ducts, and sacs around the eyes and in the nasal and sinus cavities.
- (3) CS (Orthochlorbenzalmalononitrile)

An irritant agent developed and used for crowd dispersal. Most effective broad-based munition, used primarily outdoors. It causes irritation to the eyes, skin, and respiratory system.

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- (a) Odor: peppery smell
- (b) Incapacitating time factor produces almost immediate effects in five to ten seconds. Effects can last from ten to thirty minutes.
- (c) Physiological effects
 - i) Extreme burning of the eyes, accompanied by the copious flowing of tears
 - ii) Involuntary closing of the eyes
 - iii) A stinging sensation on moist skin
 - iv) Runny nose, sinus, and nasal drip
 - v) Tightness in the chest and throat. One should observe exposed subjects for respiratory difficulty after exposure. Seek medical treatment if difficulty persists beyond twenty to thirty minutes, or if requested.
 - vi) Dizziness or swimming of the head

(4) Oleoresin capsicum (OC) products

One needs to know the type of OC dispersal system they are using. Cone-shaped mist systems are effective crowd dispersion systems, while the streams and foams are target specific systems that do not lend themselves to crowd dispersal operations. Stream OC products are very useful in crowd control when used on a controlled scale on specific individuals, such as those identified for arrest-by-arrest teams. Cone-shaped misting or fogging systems are more suited for crowd dispersal. OC dispersal systems, which use micro-pulverized powder, which is expelled into the air using compressed gas, are useful in dispersing crowds.

- (a) Odor: Spicy, peppery smell

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- (b) Incapacitation factor for stream-based OC systems
 - i) Acts immediately on most individuals, those individuals under the influence of drugs, heavy alcohol, or experiencing severe mental problems may be able to ward off the effects for a time.
 - ii) Almost total incapacitation of some subjects.
 - iii) Incapacitation usually limited to the one sprayed.
 - iv) Foggers and powder-based munitions affect the breathing ability of the exposed individual more than the eyes, which makes them better crowd dispersal systems.
- (c) Physiological effects
 - i) Burning sensation to the eyes
 - ii) Irritation to the nasal passages and throat
 - iii) Tight feeling around the chest
- (d) Stream-based OC products may be best used by arrest teams to target persons singled out for arrest because of their incapacitating ability.

b) Chemical munitions identification chart

<u>Name</u>	<u>Color Code</u>	<u>Uses</u>
Smoke	Yellow	Used to obscure vision and determine wind direction
CN	Red	Used to disperse crowds or on barricaded subjects
CS	Blue	Riot agent

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OC	Orange	Best used by arrest teams; currently not applied on a broad basis in crowd control
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Other agents, you should know about--these agents will not be used as riot agents; however, they may be encountered when other agencies respond to assist during periods of civil disorder.

CR	Violet	Irritant and sickening agent
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DM	OD Green	Sickening agent also called "Adamsite."
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If you come across any of these agents, turn them in to be properly disposed of.

c) Special considerations

Officers must consider the target area before deploying chemical agents. Broad-based pyrotechnic agents should not be used in areas where there are small children and older adults with breathing difficulties. Only those agents or delivery systems that limit the spread of the agents should be considered in these areas. Some cases will preclude the use of agents altogether. Clean-up of the area must be completed after the situation returns to normal.

Examples: hospitals, daycares, nursing homes, etc.

d) First aid for exposure to chemical agents

(1) General - complete incapacitation

(a) Remove affected person from the contaminated area to an open, upwind position

(b) Remain calm

(c) Significant discomfort should disappear within ten to twenty minutes

(2) Eyes - burning sensation, heavy flow of tears, involuntary closing of eyes

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- (a) Keep eyes open, facing the wind
 - (b) Do not rub eyes
 - (c) Tearing helps clear the eyes
 - (d) If particles of the agent are lodged in the eyes, wash out with large amounts of water
- (3) Skin - stinging or burning sensation on moist skin areas; blisters from very heavy concentrations can occur
- (a) Sit and remain quiet to reduce sweating
 - (b) Expose the affected areas to the air
 - (c) Gross contamination can be relieved by flushing with clear water for at least ten minutes. Gross contamination is when the agents or carrier is visible on the subject — usually, a white powdery substance or an orange oily substance when pepper-sprayed.
 - (d) For CS, a solution of five to ten percent sodium carbonate--sodium carbonate is superior to water and needs to be used only in small amounts. A baking soda solution (sodium bicarbonate) will also work, but more slowly.
- (4) Nose - irritation, burning sensation, nasal discharge
- (a) Breathe normally
 - (b) Blow nose to remove discharge
 - (c) Nose drops should help if discomfort is severe
- (5) Chest - irritation, burning sensation, coughing, feeling of suffocation, tightness in the chest, often accompanied by a feeling of panic
- (a) The victim should relax and keep calm

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- (b) Talking reassuringly to the victim will help to relieve discomfort and prevent panic

For severe or prolonged effects, complications, and contamination of wounds seek medical attention as soon as possible.¹⁶

- e) Legal concerns about using chemical munitions

The use of chemical munitions has been generally accepted by the courts and public as an acceptable use of force to disperse riotous crowds and avert what the police could reasonably regard as threatened violence.¹⁷

The only major issues considered by the courts have been the training of officers and the method of deployment (e.g., firing the agent straight into the faces of subjects).¹⁸

2. Special impact munitions/distraction devices

Two additional resources available to officers in crowd dispersal are the special impact munitions, known as SIMS and distraction devices, sometimes referred to as “flash-bangs.”

- a) Special impact munitions (SIMS)

These munitions are referred to as *kinetic energy munitions* and are viable tools to employ on violent crowds and violent individuals within the crowd. *Only personnel specially trained in the use and deployment of these munitions should deploy them on crowds or individuals.* They must only be used against hostile crowds and when other dispersal options are not effective or safe to use.

Throughout the history of policing, impact weapons have been used to keep the peace. SIMS is a modern method of using this technique. This modern method allows officers to utilize this concept at a greater distance and impact.

- (1) Use of specialty impact munitions
 - (a) Move or route a crowd

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- (b) Cover formation movement during *violent demonstrations/riot*
 - (c) Takedown targeted subjects for arrest
 - (d) Stop potential violent attackers from hitting officers
- (2) Types of special impact munitions
- (a) Bean bag rounds
 - (b) Rubber bullets
 - (c) Rubber pellets
 - (d) Rubber baton rounds
 - (e) Foam rounds
 - (f) Wooden baton rounds
 - (g) Sponge rounds
 - (h) Sting-ball grenades - can be fortified with chemical agents, giving it both chemical and SIMS capabilities.
- (3) Psychological effects
- SIMS have a strong mental effect on an individual.
- (a) Anxiety - having a firearm pointed directly at them
 - (b) Fear - of being struck by a munition
 - (c) Panic - crowd or individuals may scatter making it more difficult to strike a specific individual

(4) Physiological effects

Deploying officers must use caution when deploying these munitions. As with any impact weapon, officers

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must avoid striking areas of the body, which may cause death or serious injury. Those areas are the chest, solar plexus, head, spine, neck, groin, and major joints.

(5) First aid steps

Subjects, who are struck with special impact munitions, should be medically cleared before being confined to a detention facility. Since it is difficult to determine the nature of internal injuries that a subject has sustained from the use of SIMS, they should be examined at a hospital before being incarcerated. Lacerations and other visible wounds should be treated using standard first aid measures until more advanced medical treatment can be administered.

b) Distraction devices

These devices use a low order explosive to create a light and sound that momentarily blinds and distracts subjects. These effects capitalize on the panic or fear mentality and will give control forces time to move in and disperse a crowd, or the device alone may assist in this process. *As with any special munitions, only those officers trained in the use should deploy such devices.*

(1) Psychological effects (mental distraction)

- (a) Diverts or confuses the crowd.
- (b) May believe that an explosive has been used. This trick or ruse gives control forces time to act, while the crowd's attention is diverted or preoccupied with "survival" thinking.
- (c) It creates fear and may cause some in the crowd to flee, thereby reducing the number of individual control forces dealt with.
- (d) It affects the ability of some people to reason due to sensory overload.

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- (2) Physiological effects: Physical distraction, which is one that the body cannot control when exposed to a perceived danger or stimulus that creates fear.
- (a) Visual effects

Flash of brilliant light that may cause individuals to be unable to focus and be disoriented for ten to thirty minutes.
 - (b) Auditory effects

The loud sound or overpressure created by the distraction device, which causes a slight ringing in the ears and may cause short disturbances in one's equilibrium.
- (3) Potential hazards
- (a) Officers should avoid using them in the vicinity of children and the elderly, due to their sensitive health.
 - (b) Fire hazard - the munitions use a small explosive charge, which causes a brilliant momentary flash (fireball), which may ignite flammable materials.
 - (c) Smoke may add to confusion for control forces as well as rioters.
 - (d) Secondary ballistic projectiles – a piece from the munitions or an object may be propelled by the distraction device, which may cause injuries.
 - (e) Hearing problems - exposure to multiple devices, particularly in a closed space, may result in some hearing loss. Ear protection may be needed in this case.
 - (f) Failure of munitions to initiate, resulting in the device being thrown back at control forces.

III. Conclusion

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A. Summary

During this block of instruction, we have identified the different classes of crowds and learned to differentiate between a casual crowd and a mob. Psychological and social factors that influence crowds were discussed, as well as those that affect control force personnel. We also identified the specific duties of a law enforcement officer when assigned to a potentially violent demonstration, strike, or at a nonviolent protest. Crowd control options, plans, tactics, and other actions were covered in this lesson. We practiced crowd control formations utilizing riot batons. We experienced the effects of chemical munitions as a crowd dispersal agent and utilized a gas mask to ward off those effects. We also discussed the utilization of specialty munitions and distraction devices used with crowd dispersal strategies. We all hope we never have to use them, but remember it is better to have a plan and training, and not need it than to need it and not have it.

1. Name the three (3) different categories of crowds and give an example of each.
 - a) Physical crowd
 - b) Psychological crowd
 - c) Mob
2. Identify the tactics used to counter the social and psychological influences of crowd behavior.
3. State the duties of a law enforcement officer when patrolling a non-violent/passive protest and a potentially violent/hostile demonstration.
4. Demonstrate proper crowd control formations, using the riot baton to control/restrain crowd movement.
5. Identify the various uses for chemical munitions, specialty impact munitions, and distraction devices.

B. Questions from Class

C. Closing Statement

Crowd management is an experience that you may not encounter very often; however, when we must mobilize, we will need to be ready. The actions we take or fail to take will impact the outcome of a crowd encounter. By

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employing the progressive steps, using effective verbalization skills, diplomacy, and employing tactical approaches and other tools and tactics discussed here, when necessary, officers should be able to work effectively towards containing, if not controlling, and dispersing, most crowds encountered.

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NOTES

¹ N.C.G.S. § 14-288.2 (1994).

² International Association of Chiefs of Police, 16, 17, 20.

³ International Association of Chiefs of Police, 20.

⁴ Tech Target.

⁵ International Association of Chiefs of Police, 32.

⁶ International Association of Chiefs of Police, 24.

⁷ Tech Target, 4.

⁸ United States Department of Homeland Security, PD-3.

⁹ Hallowell.

¹⁰ N.C.G.S. § 14-288.9 (2023).

¹¹ “Civil Disorder.”

¹² *Scott v. Henrich*, 39F.3d912, (9th Cir. 1994).

¹³ International Association of Chiefs of Police, 7.

¹⁴ International Association of Chiefs of Police, 60-61.

¹⁵ L.A. County Sheriff’s Department, 7.

¹⁶ *Chemical Munitions Training Course Summary*, 10.

¹⁷ *Martinez v. Kilday*, 117 S.W. 2nd Texas Court of Civil Appeals, 1988.

¹⁸ *Chemical Munitions Training Course Summary*, 12.